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ABSTRACT

In the last decade, Stamford has been transformed from a suburban town to an urban center of national renown. A responsive yet directive public school system is critical in preserving a feeling of community. The Stamford Educational Planning Committee, a team of interdisciplinary professionals and a broad-based community group, examined trends in the environment and their effect upon public education in Stamford, and proposed policy changes. This volume of their report contains data on the following elements which comprise the context for planning for the future of public education: (1) social environment, including population and social indicators; (2) physical environment: land use, open space, housing, transportation, and infrastructure; (3) economic environment: labor markets and the changing nature of the job structure; and (4) fiscal environment: an analysis of the municipal budget in relation to public education. Several figures and numerous tables supplement the text. Appendixes contain a list of working papers for the study and summaries of the methodologies for the population and social indicators components of the study. (LHW)

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STAMFORD EDUCATIONAL PUBLIC POLICY IMPACT STUDY

VOLUME II

The Social and Physical Policy Environment

Stamford Public Schools
1983

UD 025 289

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PREFACE

Unlike any community of comparable size in New England, Stamford, Connecticut has undergone vast changes in the past two decades. These changes, which have occurred in the urban systems[1] which comprise the context of the planning of its public school system, have begun and will continue to alter the character of the Stamford Public Schools.

A goal of the Stamford Public Schools is to maximize cost-effective, desegregated, quality education in an optimum learning environment while providing for change with a minimum of disruption for students. In order to attain that goal, this study was requested by the Superintendent of Schools, Dr. Jerome B. Jones, and the Stamford Educational Planning Committee to provide complementary information to their own studies. It is an assessment of the changes in the social and physical policy environment affecting Stamford and the implications of these changes upon the future of public education in the city. Initiated in January 1982, it was completed in December of that year.

The four volumes which present the results of this study document the impact of the future direction of policy trends upon the educational programs and services of the Stamford Public Schools. They must be read in context with the subcommittee reports of the Educational Planning Committee. It is our expectation that these studies will enable the informal dialogue necessary for making educated decisions regarding the future of Stamford's public school system to take place.

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[1] The urban systems in the physical policy environment are land use, housing, open space, transportation, and infrastructure. In the social and economic policy environment they are population, social indicators, the economic structure including labor market and the changing structure of jobs, and fiscal analysis.

Several social and physical policy trends which structure the school system have been highlighted by this comprehensive policy analysis:

- A shift in the fundamental structure of the American economy of which a revitalized Stamford has been a leading indicator
- A transformation from a town which encompasses a series of neighborhoods to an urban community with a wide range of living styles and a potential for a vibrant urban life
- A sudden spurt of urban planning problems, e.g., a shift in land use to corporate office space; a change in residential construction to multi-family dwellings, primarily condominiums; a tight, expensive housing market; a dramatic increase in commuters into the city; a switch in retail trade from local to regional shopping which lead to a new visual profile - exciting, but congested
- A sound municipal fiscal base, but with an erosion of public support for education

In concert with these contextual trends, there have been significant changes in the policies which frame this city. Fundamental shifts in land use and its concurrent shifts in the economic and residential structure are buttresses by municipal planning and zoning policies as well as key decisions by the private sector. Advances in educational technology and basic changes in federal and state roles in education, and a spurt in the growth of private schools, are some of the policies which impact upon the future of public education. These changes in policy have also been documented in the study and have been examined for their impact on public education through a series of scenario analyses. Stamford is changing and this change can be an exciting opportunity for planning and directing the future of the schools.

In response to these changes, the major policy question becomes, "What are the priorities that the Stamford Public Schools should address in revising its educational thrust to meet the demands of the year 2000?" The answer to this issue will enable the Stamford Public Schools to move forward in a policy directed fashion, to prepare its citizens to be functioning adults in the American economy in the year 2000, and to remain an educational leader in the nation.

The Study Team would like to extend its appreciation to Dr. Jerome B. Jones, Superintendent of Schools; Dr. Norman Walsh, Assistant Superintendent for Research and Development; Mr. Alan Grafton, Assistant Superintendent; and their administrative staffs. Most particularly, we want to thank the members of the Stamford Educational Planning Committee for their assistance in a close working relationship. I would also like to gratefully acknowledge the commitment and work of the Study Team, and especially the research staff: Ms. Betsy Fobert, Chief Planner; Ms. Doris Minor; Ms. Lia Vasconcelos; Ms. Joanne Cassulo; Ms. Deborah Kupa; Ms. Linda Louro; Ms. Jeanne Devine; and Ms. Gloria Abrams.

Marcia Marker Feld, Ph.D.
Study Director

INTRODUCTION

The future of the Stamford Public Schools must be both responsive and directive; responsive to the needs and wishes of the community and directive in leading students toward the goals of effective citizens, consumers, and workers. This is a time of transition for the Stamford Public Schools, a time to chart a new course as a response to new challenges.

This report is an outcome of an intensive year long study by a team of interdisciplinary professionals and a broad-based community group, the Stamford Educational Planning Committee. The team's goal was to examine trends and proposed policy changes in the environment and to ascertain their effect upon public education in Stamford. During the course of this study, meetings were held with hundreds of individuals - parents, teachers, students, community leaders, businessmen, and public and private sector managers - and mail surveys with follow-up interviews were conducted. In addition, the professional/community team met monthly to discuss the findings and their implications.

Over the past twenty years many changes have occurred in the social, economic, and physical environment in Stamford. The transformation from a town into an urban community has brought a shift in land use to corporate office space; an increase in the construction of multifamily dwellings, primarily condominiums; a tight, expensive housing market; a dramatic increase in commuters into the city; a switch in retail trade from local to regional shopping; and the erosion of public support for education.

Trends in the national economy have also impacted the city. The new thrust of the American economy is complex and, as yet, not fully understood by economists, sociologists, and planners. However, some startling indicators have emerged: there is strong unemployment among blue collar workers and less unemployment in finance, technology, management, and information transfer. There are significant changes in family patterns, with a shift from the extended family to the nuclear family, and now to single-parent families.

This comprehensive planning and policy study explores these major changes and their impact on the future of the city's school system. Its results are a sense of direction for the community and the schools, an identification of the specified target populations for future school enrollment, and some indication of policy options for the public schools. The next step, to be undertaken by the Stamford Public Schools, will be the development of curriculum and programs which respond to these trends.

Yet, it is essential that the recommendations developed for 1990 and the year 2000 be monitored, reevaluated, and revised as new information develops and new initiatives are completed.

Policy Framework

Educational goals and policy assumptions provided the policy framework for the study. In its development the professional/community team utilized the values, goals, and aspirations of the school system, its Board, its staff, its students, and the larger community as its criteria. The educational goals and policy assumptions which follow were identified initially in meetings with the Stamford Educational Planning Committee, members of the Stamford Board of Education, Stamford teachers, administrators, parents, and community members. They were then examined and revised after a review of the Stamford School System Planning Reports for the last five years. Finally, they were documented at meetings held in September and October 1982, through the subcommittee reports of the Educational Planning Committee presented in October, and in a presentation to the Board of Education.

The educational goals are to maximize cost-effective, desegregated, quality education in an optimum learning environment and to prepare students to function successfully as citizens, family members, parents, workers, and consumers. The policy assumptions are:

- reasonable and equitable racial balance
- academic balance and feeder pattern continuity
- student access to appropriate educational programs
- safe, sound, and environmentally fit facilities
- adequate space and resources for advanced curriculum
- provision of orderly and timely reduction of surplus capacity
- maximization of quality educational experience
- provision of services to meet the needs of all students in the school system, reduction of out-of-school placements
- minimization of student disruption by continuity through the grades in the same school
- minimization of social/neighborhood disruption
- preservation of neighborhood orientation
- provision of equitable distribution and cost efficient transportation

The framing of these goals and objectives is based upon the understanding that the school system serves a diverse population. Educational programming should maximize benefits resulting from this population by bringing students together in a learning process which includes a focus on post-secondary employment, technical and trade schools, and college and professional schools.

Not all of these policy assumptions can be met equally. For example, the policy assumption that neighborhood orientation should be preserved may be incompatible with criteria of academic balance and feeder pattern continuity. The largest number of minority students do not reside near the newer and structurally flexible facility. These students are located in only a few of the study neighborhoods. Despite this situation, the assumptions can be implemented as part of school policy once discussion of the pros and cons of each, and the trade-offs involved in the implementation of each have taken place.

However, some of the policy assumptions, if agreed upon, will not conflict. For example, the commitment to student access to an appropriate educational program and the need for a safe, sound, and environmentally fit facility can be paired with providing for an orderly and timely reduction of surplus capacity.

While these assumptions are complex, it is time for decisions to be made. Stamford is in a transition phase and needs leadership to determine the direction of its schools and to build upon the system's strong elements - the programs that are working, the appropriate curriculum, the special school programs, and the commitment of its teachers, administrators, students, and parents. This will enable Stamford to meet its goal of maximizing cost-effective, desegregated, quality education in an optimum learning environment while providing for change with a minimum of disruption for students.

The Study Team's planning and policy process designed to accomplish the goals and objectives of this study is based upon the concept of the role of the school in the community; the supportive nature and the influence that each has upon the other. The school is often an anchor for the community, providing a central focus and stability in the environment. It is a symbol of local governance in New England as well as that of neighboring areas, and is, in fact, central to the growth and learning of children and their families. The school has played these roles in the historical development of this country. It is the mechanism by which local and national social policy has been implemented -

whether that policy be for a literate people, for an industrializing new republic, or an integrated society for a stable democracy. Most importantly, the school, its staff, and the parents provide the learning environment for the students.

Concurrent with this concept of the role of the school in the Study Team's approach is the sense that education policy planning, to be useful, must be comprehensive in scope and focus on a multiplicity of issues and information, all within the context of the educational system's response to the needs of the students. The key concept underlying this approach lies in the understanding of the interrelationships of elements within the policy environment which comprise a community: population, land use, economic structure, housing, transportation, fiscal structure, and physical infrastructure. All of which are constrained by governmental structure and by the policies and behavior of the private sector.

The approach in the Public Policy Impact Study has been to utilize a number of different planning techniques including goals analysis, needs assessment, fiscal consequences, and scenario analysis. The key to this process is its iterative nature; that is, once the criteria for the decision are established, the process is repeated and each criterion or decision factor is further refined. At some point in the process, some decision weights were given to the policy assumptions which are stated by the Stamford School Board, the Educational Planning Committee, and the community.

In this study, the trends and proposed policy changes in the environment were examined to ascertain their effect upon public education in Stamford. An assessment of these changes utilizes as its criteria the values, goals, and aspirations of the school system, its Board, staff, and students, along with the larger community.

Included in the activities undertaken to complete this study are:

- an examination of educational policy trends and their implications for Stamford
- an assessment of the city's Master Plan and its amendments through an examination of its holding capacity study to gauge the impact of its policies upon the school system
- a housing market analysis which studied the re-use potential of the current housing stock to identify areas where upgrading of zoning may increase or decrease the total population
- a determination of the cost of housing for renters and owners
- an examination of the labor markets operating in Stamford for their effect upon the school system in terms of their dependent impact upon the housing market and the municipal finance system as well as their impact upon educational programs, services, and facilities
- an evaluation of the municipal fiscal environment in the city by comparing the relative cost of educating students in Stamford to other municipal services, by measuring the amounts expended on education in Stamford against other cities and towns, and by assessing the quality of educational outcomes (see Figure i-One)
- a forecast of the demand for public educational services needed to prepare Stamford students to function successfully in the work force
- an assessment of the school system's present strengths, weaknesses, and problems

Phases of the Study

As indicated in Table i-One, this comprehensive policy and planning study is comprised of two phases, each with three stages. In Phase One, Impact Analysis, three activities were completed. During Stage One, data was collected on the

Figure i-One

Analysis

Identification of Critical Public Policy Impact Elements

HOUSING MARKET
land use policies
open space
infrastructure
financial constraints

POPULATION
social indicators

ECONOMIC/EMPLOYMENT
land use policies
transportation

FISCAL
competitive markets
tax rate
proportion of budget
spent on schools

SCHOOL ENROLLMENT

HUMAN RESOURCES

EDUCATIONAL PROGRAMS
SERVICES

FACILITIES/EQUIPMENT

FINANCIAL RESOURCES

Table i-One

Study Components

PHASE ONE: IMPACT ANALYSIS			PHASE TWO: SCENARIO ANALYSIS		
Stage One	Stage Two	Stage Three	Stage One	Stage Two	Stage Three
Issue Analysis, Data Collection, Analysis and Projection	Policy Assessment	Discrepancy Analysis	Intensive Impact/ Issue Analysis	Scenario Analysis	Final Report
- Population - Social data - Land use - Housing - Open lands - Transportation - Environment - Economic - Labor market - Occupation - Fiscal	- Assess educational policy trends - Public vs. private schools - Role of federal government - Role of state - City of Stamford Master Plan and Amendments - Zoning and sub-division codes - STEP	- Forecast the demand by stratified characteristics for educational services - Coordinate with Educational Committee study of community values, aspirations, and ideals about education	- Assess school system's present strengths, weaknesses, and problems in light of demand projections - Develop a social indicator model to assist in the identification of student needs	- Forecast and analyze the impact of the trends in Phase I on the future of public education - Assess the impact on enrollment, education program and services, fiscal resources, facilities, and relationships with other agencies	- Review all series of status reports - Develop a final report highlighting the information base and the findings - Provide a foundation for public policy decisions - Meet with appropriate decision makers to indicate how this report can be utilized to develop strategies of implementation

urban systems of the social policy environment, i.e., population, social indicators, the economic structure and the fiscal analysis, and the urban systems of the physical policy environment, i.e., land use, housing, open space, transportation, and infrastructure. The information was analyzed and used as the basis for projections in these areas for the years 1990 and 2000.

In Phase One, Stage Two, educational policy changes occurring throughout the country were examined. Among the issues reviewed were public support for education, school finance reform policies, the changing role of the federal government in education, the increasing popularity of private schools, and the emergence of instructional technologies. The impact of these trends on the Stamford Public Schools were assessed.

In Phase One, Stage Three, studies were completed which forecast the demand in magnitude, scope, and character for the public educational services needed to prepare students in Stamford to function successfully as citizens, family members, parents, workers, and consumers; which assess the school system's strengths, weaknesses, and problems that need to be considered in meeting projected demands for services; and which analyze the impact of the changes forecast in the environment upon the future of public education in Stamford prepared in collaboration with the Stamford Public Schools and the Stamford Educational Planning Committee.

Phase Two, Scenario Analysis, consisted of three stages: Issue Analysis, Scenario Analysis, and Final Report. The first stage, Issues Analysis, began with an assessment of a primary source of information: an exchange process with the public relying on an understanding of the goals and objectives, and issues and concerns about the Stamford Public Schools. These exchanges represent one component of the broader consultation process, which is a means of identifying the views of relevant individuals and groups through a series of interviews and discussions, utilized in this comprehensive planning and policy study.

The consultation model is a planning mechanism for encouraging citizen participation in the process of making decisions on critical issues facing a city or a community. The goals of the process in this study are to identify issues and perspectives on the future of the Stamford Public Schools and to inform individuals about the project and its goals.

During the consultation process a significant amount of information was collected. This data was analyzed in an ongoing manner to allow the Study Team to utilize the information in the development of the scenario analyses. A list of key issues, which are presented in Chapter III in Volume I, were compiled and categorized at the conclusion of this activity.

In reviewing the direction of educational priorities for Stamford, information other than that gathered in the consultation process was examined and utilized. The additional sources tapped were SAT student interest data and several recent reports on career education in Stamford. Their importance lies in the identification of specific career clusters which may be appropriate for the secondary schools in the city and in the assessment of earlier labor market information.

In the second stage of Phase Two, a set of scenario analyses, viewing the future of Stamford in two modes, was developed. The first assumes that all current trends will continue. What will happen if, in fact, no changes in public policy are made, nor significant changes within the private sector occur? The second scenario introduces the probable impacts of the proposed Master Plan and Zoning Ordinance as these might affect Stamford's growth, and thus, its educational system.

Phase Two culminates in the final report, a four volume series of which this is the second. The data and findings revealed in this report provide a foundation upon which the Stamford Public Schools can make informed decisions regarding educational policy.

Final Report

During the conduct of this study twelve working papers were issued. A list of titles and their dates of publication are offered in Appendix A. In preparing the final report these papers were compiled into four volumes. Each must be read in context with the other volumes and the subcommittee reports of the Educational Planning Committee. Together, these works assess the implications of the current trends and policies in the social and physical policy environments for the future of public education in Stamford.

Volume I presents a summative view of the study. It documents the impact of the future direction of policy trends upon the educational programs and services of the Stamford Public Schools. Volume II reviews the social and physical policy environment within which the public education system operates. It describes existing trends and conditions, and examines areas where their impact is potentially the strongest. Volume III examines the educational policy changes that are occurring throughout the country. It discusses the impact of these trends on the future of public education in Stamford. Volume IV introduces a Facilities Utilization Plan for the Stamford Public Schools.

Volume II

This volume contains data on the different elements which comprise the context for planning for the future of public education in Stamford. These elements are the social environment - population and social indicators; the physical environment - land use, open space, housing, transportation, and infrastructure;

the economic environment - labor markets and the changing nature of the job structure; and the fiscal environment - an analysis of the municipal budget in relation to public education.

Part I of this volume offers an analysis of the social policy environment, the economic analysis, and the fiscal analysis. Part II presents an analysis of the physical policy environment. The data in Parts I and II provide the fundamental information for evaluating potential policy changes in the contextual environment through scenario analyses and simulation modeling techniques. Part III describes the scenarios developed by the Study Team and the impacts of these scenarios on the future of public education in Stamford.

The secondary data base identified in Parts I and II in this volume was integrated with the perceptions of the issues and concerns about the city of Stamford and its public education system expressed by representatives of the community, professional groups, and staff of the Stamford Public Schools. These opinions and attitudes, which are reviewed in Volume III, were a significant element in the issues analysis of this study. The analysis of the integration of the data regarding the policy environments and the perceptions is discussed in Volume I.

Volume II, Part I

THE SOCIAL AND ECONOMIC POLICY ENVIRONMENT

I. THE SOCIAL POLICY ENVIRONMENT

This chapter examines the contextual trends which provide a social policy framework for the public education system in Stamford. These trends are identified by reviewing demographic characteristics, population projections, and social and economic indicators for Stamford. The chapter begins by viewing the historic profile of the population of Stamford from 1920 to the present. Then, demographic changes in Stamford from 1970 to 1980 are reviewed. Finally, population projections are made for the city and its neighborhoods in 1990 and 2000.

Population Trends in Stamford

For the purposes of this study, the city of Stamford has been divided into eleven study neighborhoods, hewing closely to both the Stamford Planning Department planning district designation and the census tract boundaries and utilizing community names. Figure I-One indicates the boundaries of the neighborhoods, identifies the census tracts encompassed by each neighborhood, and shows the location of the public schools throughout the city.

Historic profile of Stamford population. Table I-One, a historic profile of the Stamford population from 1950 to the present, charts the extraordinary growth and change of this city. Between 1920 and 1950 the population rose almost 25 percent; between 1950 and 1960, almost 25 percent; between 1960 and 1970, the growth slowed down, but did not stop as the population increased approximately 20 percent; in 1980, the first indication of a population out-migration is shown with a decline of just under 6 percent. The Stamford of 1980 has a nonwhite population totaling just under 20 percent of the citywide census, with the black community consisting of almost 15 percent of that total, followed by those of Spanish oragin (see Table I-Two).

STAMFORD PUBLIC POLICY IMPACT STUDY

FIGURE I-One

Stamford: Its Neighborhoods and Public School Sites

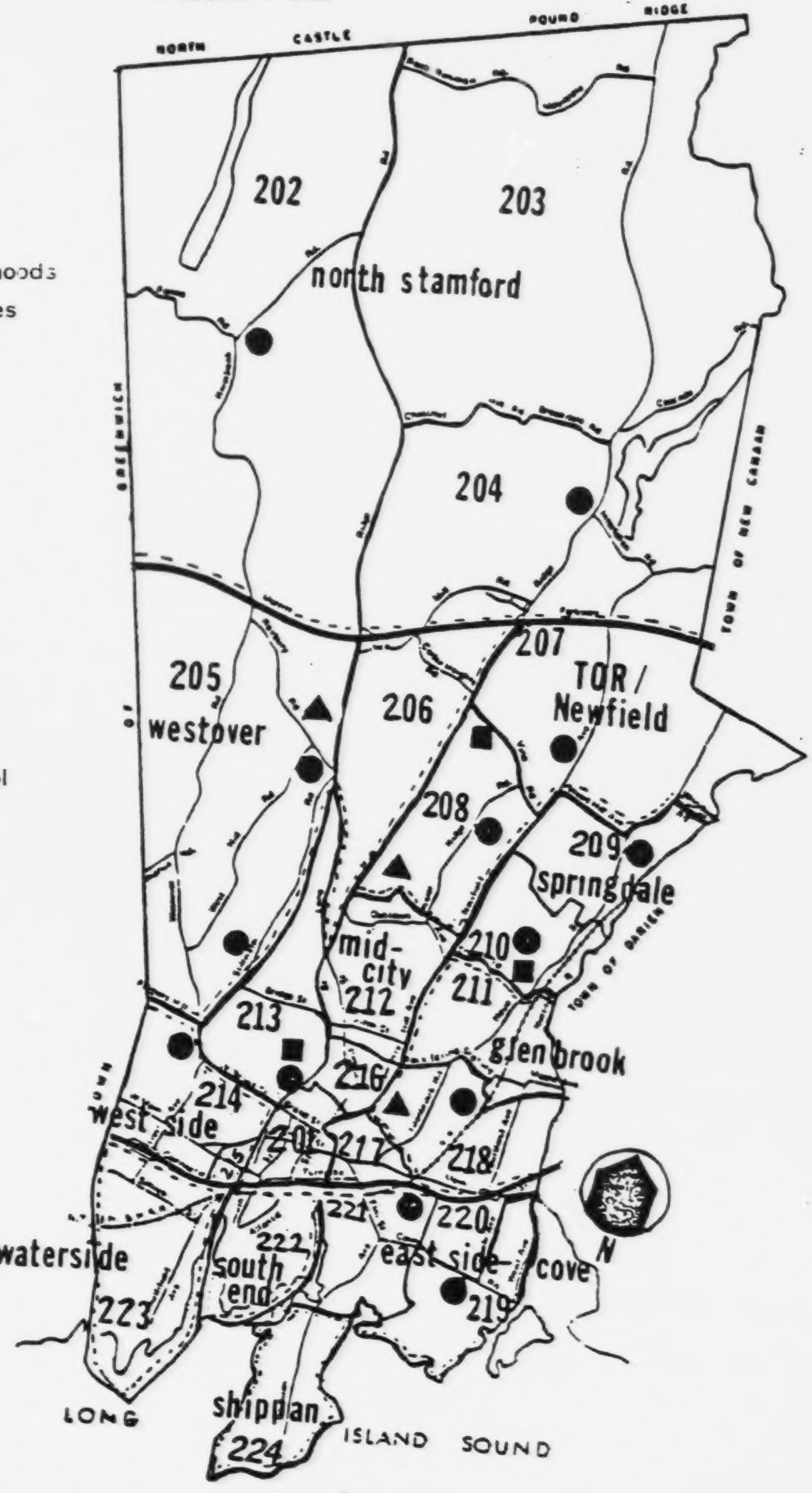
NORTH CASTLE
POUND RIDGE
GREENWICH
TOWN OF NEW CANAAN
TOWN OF DARIEN
202
203
north stamford
204
205
westover
206
207
TOR / Newfield
208
209
springdale
210
211
mid-city
212
213
glenbrook
214
216
west side
201
217
218
221
220
waterside
222
south end
east side
cove
223
219
shippan
224
LONG ISLAND SOUND
N
Key: ● - elementary school
■ - middle school
▲ - high school
------- neighborhoods
_______ census tracts

Table I-One

Stamford Population by Decade, Number, and Percent Change

Decade	Population	Percent Change from Previous Decade
1950	74,293	
1960	92,713	24.8
1970	108,798	17.3
1980	102,453	(5.8)

Source: U.S. Department of Commerce, Bureau of the Census, 1980 Census of Population (Washington, D.C.: U.S. Department of Commerce, Bureau of the Census, 1981).

Table I-Two

Stamford 1980:

Persons by Race and Spanish Origin

Total Population	Total Non-White		Black		American Indian Eskimo, Aleut		Asian Pac. Islander		Other		Spanish Origin	
	#	%	#	%	#	%	#	%	#	%	#	%
102,453	18,974	18.5	15,341	15.0	73	0.1	1,350	1.3	2,210	2.1	5,762	5.6

Source: U.S. Department of Commerce, U.S. Bureau of the Census, 1980 Census of Population (Washington, D.C.: U.S. Department of Commerce, Bureau of the Census, 1981).

Population changes in Stamford from 1970 to 1980. From 1970 to 1980, the population of the city of Stamford declined 6 percent from 108,798 to 102,453. The greatest out-migration from the city occurred among families with school age children. Between 1970 and 1980, there was a decrease of 26 percent in the 5 to 19 year-old age group. There occurred an even more significant decline of 35 percent in the pre-school age population (0-4 years). The 35 to 64 age group declined by only 4 percent. The two groups which gained were those 65 years and over (22 percent) and the young, predominantly single adults 20 to 34 years of age (18 percent). Relatedly, the median age in the city rose from 31.1 years to 34.1, i.e., half the population being older, half younger. The median age of whites was 36.5 years; that of blacks, 25.7 years; and that of Spanish-speaking populations, 24.3 years.

The number of single persons increased by 14 percent, while the number of married persons decreased by 8 percent. The number of separated persons increased by 10 percent. The number of divorced persons rose dramatically by 134 percent which represented a significant increase from 2.8 percent to almost 6 percent in their share of the total population. The spatial distribution of divorced persons across the city varies with the smallest portion living in North Stamford, Turn of the River, Newfield, and Westover; the largest in Mid-City.

Eight of the eleven study neighborhoods included predominantly white majority populations, seven of which were 86 percent or higher; the other, 80 percent white. One section had a slight majority of whites (51 percent). Three neighborhoods - which border each other to the west and south of the city, clustered around the turnpike - had populations where other groups constituted the majority. In these, whites made up about 35 percent of the neighborhood's total population. Spanish origin persons were about 6 percent of the population in 1980, the largest increases occurring in the West Side, East Side-Cove, and

Waterside neighborhoods (see Table I-Three).

In 1980, 81.5 percent of the city's population was white; 15 percent, black; 3.5 percent, classified "other." Between 1970 and 1980, whites decreased by 12 percent; nonwhite populations increased by 34 percent. White population decreases occurred in the South End and West Side neighborhoods; increases, in North Stamford. Neighborhoods with significant percentages of minorities also showed the most significant increases in the black population: Waterside, West Side, and South End (see Figure I-One).

Citywide in 1980, 72 percent of Stamford's population had graduated from high school and about 26 percent, from college. This contrasts with the 60 percent and 18 percent levels, respectively, in 1970. The spatial distribution of college and high school graduates is consistent with other social indicators: North Stamford, Shippan, Westover, and Turn of the River are neighborhoods with the highest percentages, followed in declining order by the Sprindale, Glenbrook, and Mid-City areas, then by East Side-Cove. Grouped at the lowest percentage levels are Waterside, West Side, and the South End (see Figure I-One).

Population projections for 1990 and 2000. The population projections for Stamford were recalibrated based on a further refinement of the information available. This recalibration indicates that Stamford will have a fairly stable population in the next two decades, with a slight continuation of the downward trend shown between 1970 and 1980. The projections for the city and for each of its neighborhoods, assuming that the various policy elements in Stamford will remain the same as those of today, are shown in Table I-Four. Neighborhood ranking of the percent change in population trends is displayed in Table I-Five.

The following paragraphs, as well as the data shown in Tables I-Six to I-Eight, reveal the population forecasts for the city of Stamford and each of its eleven neighborhoods. A descrpition of the methodology utilized to determine

Table I-Three
Total Population by Race
by Neighborhood, 1980

Neighborhood Study Area	Total	White		Black		Other		Spanish Origin[a]	
		#	%	#	%	#	%	#	%
Mid-City	18,073	14,410	79.7	3,003	16.6	660	3.7	1,201	6.7
Glenbrook	13,563	11,737	86.5	1,310	9.7	516	3.8	580	4.3
East Side - Cove	12,349	10,847	87.3	1,034	8.4	468	3.8	783	6.3
Shippan	2,638	2,551	96.7	34	1.3	53	2.0	48	1.8
South End	3,010	1,005	33.4	1,674	55.6	331	11.0	677	22.5
Waterside	5,934	2,162	36.4	3,385	57.0	387	6.5	729	12.3
West Side	9,805	5,032	51.3	4,295	43.8	478	4.9	1,129	11.5
Westover	9,340	8,964	95.9	123	1.4	253	2.7	124	1.3
TOR/Newfield	6,688	6,491	97.0	82	1.3	115	1.7	91	1.4
Springdale	7,019	6,739	96.0	179	2.5	101	1.4	197	2.8
North Stamford	14,034	13,541	96.5	222	1.6	271	1.9	203	1.4
STAMFORD	102,453	83,479	81.5	15,341	15.0	3,633	3.5	5,767	5.6

Source: U.S. Department of Commerce, Bureau of the Census, 1980 Census of Population (Washington, D.C., U.S. Department of Commerce, Bureau of the Census, 1981).

Note: [a] Includes all races.

Table I-Four

Forecast of Population, Citywide and by Neighborhood with Percent Change for Years 1970, 1980, 1990, and 2000

Neighborhood Study Area	1970	1980	1970-1980 % △[a]	1990	1980-1990 % △	2000	1990-2000 % △
STAMFORD	108,798	102,453	(5.8)	98,488	(3.8)	93,395	(5.2)
Mid-City	20,252	18,073	(10.8)	16,827	(6.9)	15,225	(9.5)
Glenbrook	13,532	13,563	.2	12,821	(5.5)	11,816	(7.8)
East Side-Cove	12,641	12,349	(2.3)	11,780	(4.6)	10,763	(8.6)
Shippan	2,761	2,638	(4.5)	2,364	(10.4)	2,077	(12.1)
South End	4,237	3,010	(29.0)	3,599	19.6	4,232	17.6
Waterside	5,915	5,934	.3	7,020	18.3	8,395	19.6
West Side	11,062	9,805	(11.4)	10,915	11.3	11,990	9.8
Westover	10,004	9,340	(6.6)	8,336	(10.7)	7,234	(13.2)
TOR/Newfield	7,933	6,688	(15.7)	5,911	(11.6)	5,091	(13.9)
Springdale	6,841	7,019	2.6	6,418	(8.6)	5,564	(13.3)
North Stamford	13,620	14,034	3.0	12,497	(11.0)	11,008	(11.9)

Source: U.S. Department of Commerce, Bureau of the Census, 1970 Census of Population (Washington, D.C.: U.S. Department of Commerce, Bureau of the Census, 1971).

U.S. Department of Commerce, Bureau of the Census, 1980 Census of Population (Washington, D.C.: U.S. Department of Commerce, Bureau of the Census, 1981).

Stamford Educational Public Policy Impact Study, SEPPIS Study Team Population Projections, 1982.

Note: [a](Decrease), increase

Table I-Five
Neighborhood Ranking of Percent Change in
Population Trends for 1980 to 2000

Neighborhood Study Area	Rank[a]	% Δ 1980-1990[b]	Neighborhood Study Area	Rank	% Δ 1990-2000
South End	1	19.6	Waterside	1	19.6
Waterside	2	18.3	South End	2	17.6
West Side	3	11.3	West Side	3	9.8
East Side-Cove	4	(4.6)	Glenbrook	4	(7.8)
Glenbrook	5	(5.5)	East Side-Cove	5	(8.6)
Mid-City	6	(6.9)	Mid-City	6	(9.5)
Springdale	7	(8.6)	North Stamford	7	(11.9)
Shippan	8	(10.4)	Shippan	8	(12.1)
Westover	9	(10.7)	Westover	9	(13.2)
North Stamford	10	(11.0)	Springdale	10	(13.3)
TOR/Newfield	11	(11.6)	TOR/Newfield	11	(13.9)

Source: Stamford Educational Public Policy Impact Study, SEPPIS Study Team Cohort Survival Population Projections, 1982.

Note: [a] Highest ranking represents the most positive change.
[b] (Decrease), increase

Table I-Six

Forecast of Population, Citywide and by Neighborhood, by Race for Years 1980, 1990, and 2000

Neighborhood	1980					1990					2000				
	Total	White	Black	Other[a]	% Minority of Total	Total	White	Black	Other	% Minority of Total	Total	White	Black	Other	% Minority of Total
Mid-City	18,073	14,410	3,003	660	20.3	16,827	12,118	3,193	1,516	28.0	15,225	9,561	3,202	2,462	37.2
Glenbrook	13,563	11,737	1,310	516	13.5	12,821	10.307	1,526	988	19.6	11,816	8,543	1,689	1,584	27.7
East Side-Cove	12,349	10,847	1,034	468	12.2	11,780	9,747	1,165	868	17.3	10,763	8,184	1,247	1,332	24.0
Shippan	2,638	2,551	34	53	3.3	2,364	2,249	38	77	4.9	2,077	1,941	45	91	6.5
South End	3,010	1,005	1,674	331	66.6	3,599	882	1,861	856	75.5	4,232	755	1,973	1,504	82.1
Waterside	5,934	2,162	3,385	387	63.6	7,020	1,892	3,827	1,301	73.0	8,395	1,578	4,203	2,614	81.2
West Side	9,805	5,032	4,295	478	48.7	10,915	4,460	4,822	1,633	59.1	11,990	3,729	5,140	3,121	68.9
Westover	9,340	8,964	123	253	4.0	8,336	7,840	143	353	6.0	7,234	6,623	150	461	8.4
TOR/Newfield	6,688	6,491	82	115	2.9	5,911	5,660	91	160	4.2	5,091	4,756	102	233	6.6
Springdale	7,019	6,739	179	101	4.0	6,418	6,047	191	180	5.8	5,564	5,121	190	253	8.0
North Stamford	14,034	13,541	222	271	3.5	12,497	11,880	224	393	4.9	11,008	10,242	233	533	7.0
STAMFORD	102,453	83,479	15,341	3,633	18.5	98,488	73,082	17,081	8,325	25.8	93,395	61,033	18,174	14,188	34.7

Sources: U.S. Department of Commerce, Bureau of the Census, 1980 Census of Population (Washington,D.C.: U.S. Department of Commerce, Bureau of the Census, 1981).

Stamford Educational Public Policy Impact Study, SEPPIS Study Team Projections, 1982.

Note: [a] American Indian, Eskimo, Aleut, Asian, Pacific Islander, and other.

Table I-Seven
Forecast of School Age Population by Cohort by Neighborhood
1980 to 2000

	1980	1990		2000	
Neighborhood	#	#	% Δ 1980-1990	#	% Δ 1990-2000
Mid-City					
5-9	716	1,115	55.7	731	(34.4)
10-14	825	706	(14.4)	854	21.0
15-19	1,011	639	(36.8)	1,002	56.8
Total	2,552	2,460	(3.6)	2,587	5.2
Glenbrook					
5-9	679	863	27.1	607	(29.7)
10-14	862	633	(26.6)	675	6.6
15-19	924	592	(35.9)	753	27.2
Total	2,465	2,088	(15.3)	2,035	(2.5)
East Side-Cove					
5-9	685	797	16.4	547	(31.4)
10-14	771	587	(23.9)	624	6.3
15-19	905	588	(35.0)	686	16.7
Total	2,361	1,972	(16.5)	1,857	(5.8)
Shippan					
5-9	176	119	(32.4)	108	(9.2)
10-14	264	94	(64.4)	105	(11.7)
15-19	277	144	(48.0)	96	(33.3)
Total	717	357	(50.2)	309	(13.4)
South End					
5-9	237	314	32.5	314	0.0
10-14	276	277	.4	311	12.3
15-19	329	236	(28.3)	322	36.4
Total	842	827	(1.8)	947	14.5
Waterside					
5-9	624	583	(6.6)	700	20.1
10-14	608	465	(23.5)	651	40.0
15-19	698	633	(9.3)	595	(6.0)
Total	1,930	1,681	(12.9)	1,946	15.8
West Side					
5-9	712	896	25.8	842	(6.0)
10-14	846	673	(20.4)	868	(29.0)
15-19	916	688	(24.9)	881	28.1
Total	2,474	2,257	(8.8)	2,591	14.8
Westover					
5-9	544	393	(27.8)	346	(12.0)
10-14	807	361	(55.3)	338	(6.4)
15-19	868	444	(48.8)	323	(27.2)
Total	2,219	1,198	(46.0)	1,007	(15.9)

Table I-Seven (continued)

Forecast of School Age Population by Cohort by Neighborhood
1980 - 2000

Neighborhood Study Area	1980	1990		2000	
	#	#	% Δ 1980-1990	#	% Δ 1990-2000
TOR/Newfield					
5-9	379	268	(29.3)	246	(8.2)
10-14	560	255	(54.5)	236	(7.5)
15-19	616	308	(50.0)	219	(28.9)
Total	1,555	831	(46.6)	701	(15.6)
Springdale					
5-9	343	389	13.4	249	(36.0)
10-14	452	296	(34.5)	284	(4.1)
15-19	580	277	(52.2)	320	15.5
Total	1,375	962	(30.0)	853	(11.3)
North Stamford					
5-9	962	544	(43.5)	564	3.7
10-14	1,413	534	(62.2)	510	(3.9)
15-19	1,343	781	(41.8)	445	(43.0)
Total	3,718	1,859	(50.0)	1,519	(18.3)
Stamford					
5-9	6,057	6,281	3.7	5,254	(16.4)
10-14	7,684	4,881	(36.5)	5,456	11.8
15-19	8,467	5,330	(37.0)	5,642	5.9
Total	22,208	16,492	(25.7)	16,352	(0.8)

Sources: U.S. Department of Commerce, Bureau of the Census, 1980 Census of Population (Washington, D.C.: U.S. Department of Commerce, Bureau of the Census, 1981).

Stamford Educational Public Policy Impact Study, SEPPIS Study Team Projections, 1982.

Table I-Eight

Forecast of School Age Population, Citywide and by Neighborhood, by Race for Years 1980, 1990, and 2000

	1980					1990					2000				
Neighborhood	Total	White	Black	Other	% Minority of Total	Total	White	Black	Other	% Minority of Total	Total	White	Black	Other	% Minority of Total
Mid-City	2,552	1,731	685	136	32.2	2,460	1,489	609	362	39.5	2,587	1,358	629	600	47.5
Glenbrook	2,465	1,854	488	123	24.8	2,088	1,479	370	239	29.2	2,035	1,238	386	411	39.1
East Side-Cove	2,361	1,887	350	124	20.1	1,972	1,511	261	200	23.4	1,857	1,251	266	340	32.6
Shippan	717	691	12	14	3.6	357	332	9	16	7.0	309	278	8	23	10.0
South End	842	221	514	107	73.8	827	162	410	255	80.4	947	128	411	408	86.5
Waterside	1,930	415	1,336	179	78.5	1,681	321	977	383	80.9	1,946	223	947	776	88.5
West Side	2,474	911	1,397	166	63.2	2,257	754	1,071	432	66.6	2,591	575	1,128	888	77.8
Westover	2,219	2,120	41	58	4.5	1,198	1,093	28	77	8.8	1,007	881	32	94	12.5
TOR/Newfield	1,555	1,493	31	31	4.0	831	776	15	40	6.6	701	630	16	55	10.1
Springdale	1,375	1,316	40	19	4.3	962	899	28	35	6.5	853	758	36	59	11.1
North Stamford	3,718	3,569	60	89	4.0	1,859	1,734	36	89	6.7	1,519	1,361	38	120	10.4
STAMFORD	22,208	16,208	4,954	1,046	27.0	16,492	10,550	3,814	2,128	36.0	16,352	8,681	3,897	3,774	46.9

Sources: U.S. Department of Commerce, Bureau of the Census, 1980 Census of Population (Washington,D.C.: U.S. Department of Commerce, Bureau of the Census, 1981).

Stamford Educational Public Policy Impact Study, SEPPIS Study Team Projections, 1982.

these projections is in Appendix B. The implications of these projections for the public schools in Stamford are discussed in Volumes I, III, and IV.

The city of Stamford had a 1980 population of 102,453. In 1990, Stamford's projected population will be 98,488. The total population from 1980 to 1990 will decrease 3.8 percent. In the year 2000, the projected population will be 93,395, a 5.2 percent decrease from 1990.

Stamford's racial composition consisted of a white population numbering 83,479 and a minority population totaling 18,974 for the year 1980. In 1990, the projected population for whites will be 73,082. The minority population for 1990 is projected to be 25,406, constituting a 33.9 percent change. In the year 2000, the projected population for whites will be 61,033. The minority population for the year 2000 is projected to be 32,362, 34.7 percent of the total population and a 27.4 percent change in the minority population from 1990.

The neighborhood of Mid-City had a 1980 population of 18,073. In 1990, the projected neighborhood population will be 16,827. The total population from 1980 to 1990 will decrease by 6.9 percent. In the year 2000, the projected population will be 15,225, a 9.5 percent decrease from 1990.

Mid-City's racial composition consisted of a white population numbering 14,410 and a minority population totaling 3,663 for the year 1980. The minority population constituted 20.3 percent of the neighborhood total for 1980. In 1990, the projected population for whites will be 12,118. The minority population for 1990 is projected to be 4,709, 28.0 percent of the total population and a 28.6 percent change in the total number of minorities. In the year 2000, the projected population for whites will be 9,561. The minority population is projected to be 5,664, 37.2 percent of the total population and a 20.3 percent change in the minority population.

The neighborhood of Glenbrook had a 1980 population of 13,563. In 1990, the projected neighborhood population will be 12,821. The total population from 1980 to 1990 will decrease by 5.5 percent. In the year 2000, the projected population will be 11,816, a 7.8 percent decrease in population from 1990.

Glenbrook's racial composition consisted of a white population numbering 11,737 and a minority population totaling 1,826 for the year 1980. The minority population constituted 13.5 percent of the neighborhood total for 1980. In 1990, the projected population for whites will be 10,307. The minority population for 1990 is projected to be 2,514, 19.6 percent of the total population, and a 37.7 percent change in the minority population. In the year 2000, the projected white population will be 8,543 with a minority population of 3,273 or 27.7 percent of the total population.

The neighborhood of East Side-Cove had a 1980 population of 12,349. In 1990, the projected neighborhood population will be 11,780. The total population from 1980 to 1990 will decrease by 4.6 percent. In the year 2000, the projected population will be 10,763, an 8.6 percent decrease from 1990.

East Side-Cove's racial composition consisted of a white population numbering 10,847 and a minority population totaling 1,502 for the year 1980. The minority population constituted 12.2 percent of the neighborhood total for 1980. In 1990, the projected population for whites will be 9,747. The minority population for 1990 is projected to be 2,033 or 17.3 percent of the total population and a 35.4 percent change in the minority population. In the year 2000, the projected white population will be 8,184, with 1,247 blacks and 2,322 others.

The neighborhood of Shippan had a 1980 population of 2,638. In 1990, the projected neighborhood population will be 2,364. The total population from 1980 to 1990 will decrease by 10.4 percent. In the year 2000, the projected population will be 2,077, a 12.1 percent decrease from 1990.

Shippan's racial composition consisted of a white population numbering

2,551 and a minority population totaling 87 for the year 1980. The minority population constituted 3.3 percent of the neighborhood total for 1980. In 1990, the projected population for whites will be 2,249 and for minorities, 115 or 4.9 percent of the total population and a 32.2 percent change in minorities. In the year 2000, the projected white population will be 1,941; the minority population, 136. The percent change for the minority population from 1990 - 2000 will be an increase of 18.3 percent.

The neighborhood of South End had a 1980 population of 3,010. In 1990, the projected neighborhood population will be 3,599. The total population from 1980 to 1990 will decrease by 19.6 percent. In the year 2000, the projected population will be 4,232, a 17.6 percent change from 1990-2000.

South End's racial composition consisted of a white population numbering 1,005 and a minority population totaling 2,005 for the year 1980. The minority population constituted 66.6 percent of the neighborhood total for 1980. In 1990, the projected population for whites will be 882 and for minorities, 2,717 or 75.5 percent of the total population and a 35.5 percent change in the minority population. In the year 2000, the projected white population will be 755 and for minorities, 3,477. The minority population will constitute 82.1 percent of the neighborhood total.

The neighborhood of Waterside had a 1980 population of 5,934. In 1990, the projected neighborhood population will be 7,020. The percent change for the total population from 1980-1990 is 18.3 percent. In the year 2000, the projected population will be 8,395, an increase of 19.6 percent.

Waterside's racial composition consisted of a white population numbering 2,162 and a minority population totaling 3,772 for the year 1980. The minority population constituted 63.6 percent of the neighborhood total for 1980. In 1990, the projected population for whites will be 1,892 and for minorities, 5,128 or 73.0 percent of the total population and a 35.9 percent change in minorities. In the year 2000, the projected population for whites will be 1,578 and for minorities, 6,817 or 81.2 percent of the total population and a 32.9 percent change in minorities.

The neighborhood of West Side had a 1980 population of 9,805. In 1990, the projected neighborhood population will be 10,915. The percent change for the total population from 1980-1990 is 11.3 percent. In the year 2000, the projected population will be 11,990. The percent change for the total population from 1990-2000 is an increase of 9.8 percent.

West Side's racial composition consisted of a white population numbering 5,032 and a minority population totaling 4,773 for the year 1980. The minority population constituted 48.7 percent of the neighborhood total for 1980. In 1990, the projected population for whites will be 4,460 and for minorities, 6,455 or 59.1 percent of the total population and a 35.2 percent change in the minority population. In the year 2000, the projected population for whites will be 3,729 and for minorities, 8,261 or 68.9 percent of the total population and a 28.0 percent change in the minority population.

The neighborhood of Westover had a 1980 population of 9,340. In 1990, the projected neighborhood population will be 8,336. The total population from 1980 to 1990 will decrease by 10.7 percent. In the year 2000, the projected population will be 7,234, a decrease of 13.2 percent from 1990.

Westover's racial composition consisted of a white population numbering 8,964 and a minority population totaling 376 for the year 1980. The minority population constituted 4.0 percent of the neighborhood total for 1980. In 1990, the projected population for whites will be 7,840, and for minorities, 496 or 6.0 percent of the total population and a 31.9 percent change in the minority population. In the year 2000, the projected population for whites will be 6,623 and for minorities, 611 or 8.4 percent of the total population and a 23.2 percent change in the minority population.

The neighborhood of Turn-of-River/Newfield had a 1980 population of 6,688. In 1990, the projected neighborhood population will be 5,911. The total population from 1980 to 1990 will decrease by 11.6 percent. In the year 2000, the projected neighborhood population will be 5,091. The percent change for the total population from 1990-2000 is a decrease of 13.9 percent.

Turn-of-River/Newfield's racial composition consisted of a white population numbering 6,491 and a minority population totaling 197 for the year 1980. The minority population constituted 2.9 percent of the neighborhood total for 1980. In 1990, the projected population for whites will be 5,660, and for minorities, 251 or 4.2 percent of the total population, and a 27.4 percent change in the minority population. In the year 2000, the projected population for whites will be 4,756, and for minorities, 335 or 6.6 percent of the total population and a 33.5 percent change in the minority population.

The neighborhood of Springdale had a 1980 population of 7,019. In 1990, the projected neighborhood population will be 6,418. The total population from 1980 to 1990 will decrease by 8.6 percent. In the year 2000, the projected population will be 5,564, a decrease of 13.3 percent from 1990-2000.

Springdale's racial composition consisted of a white population numbering 6,739 and a minority population totaling 280 for the year 1980. The minority population constituted 4.0 percent of the neighborhood total for 1980. In 1990, the projected population for whites will be 6,047 and for minorities, 371 or 5.8 percent of the total population and a 32.5 percent change in the minority population. In the year 2000, the projected white population will be 5,121 and for minorities, 443 or 8.0 percent of the total population and a 19.4 percent change in the minority population.

The neighborhood of North Stamford had a 1980 population of 14,034. In 1990, the projected neighborhood population will be 12,497. The total population from 1980 to 1990 will decrease by 11.0 percent. In the year 2000, the projected population will be 11,008. The percent change in population from 1990-2000 is a decrease of 11.9 percent.

North Stamford's racial composition consisted of a white population numbering 13,541 and a minority population totaling 493 for the year 1980. The minority population constituted 3.5 percent of the neighborhood total for 1980. In 1990, the projected population for whites will be 11,880, and for minorities, 617 or 4.9 percent of the total population, and a 25.1 percent change in the number of minorities. In the year 2000, the projected white population will be 10,242, and for minorities, 766 or 7.0 percent of the total population and a 24.1 percent change in the number of minorities.

Social Indicator Analysis

The following section on social indicators provides a brief description of the present and historical trends of the city of Stamford and its neighborhoods. It relies on an indicator analysis which was primarily organized on a model designed to represent the social process of education.[1] It identifies the key interrelationships among the indicators and their role in formulating policy decisions.

Table I-Nine lists those indicators for which data were available and their policy implications. The information provided in this table is organized into four broad areas: population, education, housing, and economics.

Population is the basis for decisions on the distribution of future locations of school facilities, the patterns of relocation and migration, and the identification of the different types of clients located in the various areas of the city.

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[1] See appendix C for a detailed explanation of social indicator analysis.

Education, housing, and economics provide indirect information on the quality of the physical and social environment of the neighborhoods. The indicators which were selected to represent these areas can be used to identify the educational level of the adult population, the quality of the home environment, the stability of the family structure and the community, and their economic needs.

These policy implications are significant to the study as they identify school population characteristics and the potential needs for program development.

The citywide and neighborhood profiles (see Tables I-Ten to I-Twenty-One) which follow are based on the analysis of the indicators referred to in the areas mentioned above (population, education, housing, and economics). The profiles, which organize the information collected for each indicator by the city and by neighborhoods for the years 1970 and 1980, serve as a summary of the indicators and complement Table I-Nine. Information for certain indicators, particularly in the year 1980, was not available for the writing of this section and has been noted.

Neighborhood profiles: City of Stamford. Stamford's 1980 population, 102,453 persons, ranked the city second only to Bridgeport in total population in the county of Fairfield. The city's population, however, decreased by 5.8 percent in the decade from 1970 to 1980. The percentages of blacks rose slightly from 12 to 15 percent in the same period.

The working age population (ages 20-64) represented the greatest share of the city's population in both 1970 and 1980, and showed an increase to 61 percent in 1980. The population under 20 declined 29 percent, while the number of persons over 65 increased by 22 percent from 1970 to 1980 . In accordance

Table I-Nine

Selected Indicators for Neighborhood Analysis, 1970 and 1980

INDICATORS	POLICY IMPLICATIONS
Population	
Total Population	Enrollment/possible spatial location
% Change of population	Trends for future scenarios
% of blacks % of Spanish origin	Equal opportunity to education/racial isolation
% of persons 19 years old and younger	Present and future demand for school facilities
% of persons 20-64 years old	Working age/demand for educational support services
% of persons 65 years and over	Demand for special programs
% of divorced parents	Stability of the neighborhood/ demand for support services
% of school age population	Present demand for school facilities
Education	
% of high school graduates % of college graduates Median of school years completed	Overall local educational level/ Adult educational needs/ Quality of home environment
Housing	
Median household size Median rooms per house	Quality of home environment/ school demand
Substandard housing	Quality of the home environment
Number of Condominiums	Change in neighborhood composition
Owner/renter occupied housing units	Stability of the neighborhood
Owner/renter occupied housing units by race	Stability of the neighborhood/ racial isolation
Vacancy Units % change, %year-round % share of Stamford	Stability of the neighborhood/ environmental quality
Economics	
% families below the poverty level Median income	Economic opportunity to education/ Demand for financial assistance/ Economic need of student

with the above, the school age population in the city also dropped about 27 percent from 30,377 in 1970 to 22,208 in 1980.

In education, the total public school enrollment declined steadily between the years 1977 and 1982, from a total enrollment of 17,438 to 14,084 - a 19.4 percent decline.[2] The minority enrollment in Stamford's public school system rose from 34 to 40 percent in the same period, while the nonminority enrollment decreased.[3]

The decade saw an increase in the number of high school (73 percent) and college graduates (26 percent).

In housing, Stamford's median household size decreased slightly from 1970 to 1980, while the number of rooms per house in the city remained constant. The percentage of owner occupied housing units increased from 52 to 56 percent during those years, while renter occupied units decreased about 3 percent. The total minority housing occupation during the decade increased from 3,893 to 5,123. Actually, black owners experienced a gain of 91 percent and black renters raised about 23 percent in the same period.

Substandard housing showed a decrease of 20 percent from 1970 to 1980. New housing units authorized by building permits declined approximately 68 percent from 1972 to 1981.[4]

In terms of economic indicators, the number of families under the poverty level in Stamford was almost stable from 1970 to 1980 (approximately 6 percent).

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[2] Stamford Public Schools, Office of Research and Development, Summary of Pupil Racial Background Survey, October 1977-1982 (Stamford: Stamford Public Schools, 1982).

[3] Minority enrollment figures for 1977 are: 4,510 black; 1,172 Spanish; 187 Asian; and 1 Indian. For 1982 they are 4,082 black; 1,305 Spanish; and 259 Asian. White enrollment declined in the same period from 11,613 to 8,438, a 27.3 percent change.

[4] Connecticut Department of Housing, Housing Units in Connecticut (Hartford: Connecticut Department of Housing, 1981).

Table I-Ten
Selected Social Indicators for the City of Stamford

Indicator	1970		1980		% Change
	#	%	#	%	
POPULATION					
Total population and percent share of Stamford	108.798	-	102,453	-	(5.8)
Blacks	13,408	12.3	15,341	15.0	14.4
Persons of Spanish origin	NA	-	5,762	5.6	
Persons 19 years of age and younger	38,755	35.6	27,900	27.2	(28.8)
Persons 20-64 years of age	59,924	55.1	62,241	60.8	3.8
Persons 65 years of age and older	10,119	9.3	12,312	12.0	21.6
Divorced persons (15 years old and over)	2,169	2.8[1]	4,865	5.9[1]	124.3
Percent of school age population to total Population of neighborhood	30,377	27.9	22,208	21.7	(26.9)
Share of school age population to the total school age population of Stamford	-	-	-	-	-
EDUCATION (25 years old and over)					
High School graduates	38,281	60.8[2]	48,497	72.7[2]	26.7
College graduates	11,266	17.9[2]	17,057	25.6[2]	51.4
Median of school years completed	12.3		NA		
HOUSING					
Median household size	2.8		2.3		
Median rooms per house	5.0		5.1		
Substandard housing units	825		662		(19.8)
Percent to total occupied units in neighborhood	-	2.4[3]		1.7[3]	
Percent to total substandard units in Stamford	-	-	-	-	-
Condominium units and percent share of Stamford	350		3,697		956.3
Owner occupied units	17,806	51.7[3]	21,291	55.5[3]	19.5
% of black owners	505	2.8	964	4.6	90.9
Renter occupied units	16,639	48.3[3]	17,087	44.5[3]	2.7
% of black renters	3,388	20.4	4,159	24.3	22.8
ECONOMICS					
Families under poverty level	1,458	5.2[4]	1,669	6.1[4]	14.5
Median income/family	13,571		26,692		

(1) Percent calculated to the population 15 years old and over (1970=78,961 ; 1980=83,020)

(2) Percent calculated to the population 25 years old and over (1970= 62,911; 1980=66,691)

(3) Percent calculated to total occupied units (1970=34,445 ; 1980= 38,378)

(4) Percent calculated to the total number of families (1970=28,017; 1980=27,359)

The percentage of Aid to Families with Dependent Children (AFDC) recipients increased, with 3 percent of the population receiving aid in 1970, and 5 percent in 1980.[5]

Median income for Stamford residents in 1970 was $13,571; in 1980, $26,692.

Total nonagricultural employment increased 27 percent from 1970 to 1980, while manufacturing employment decreased one percent. Nonmanufacturing employment increased 47 percent during the decade.[6]

Neighborhood profiles: Mid-City. In comparison to all the neighborhoods, Mid-City maintained the highest share of Stamford's total population in 1970 and 1980. Following the general trend of the city, the neighborhood declined 11 percent in total population in the last decade. It also maintained a steady percentage of blacks (approximately 16 percent) within this same time frame. Spanish origin, an indicator only available in the 1980 census, comprised seven percent of its population, a figure similar to the citywide percentage.

Following city and national trends, the working age population continued to have the highest share of Mid-City's total population in 1970 and 1980. During this same period, the elderly population increased and the school age population declined. Mid-City's share of the school age population, 12 percent, was relatively consistent with the majority of other neighborhoods. However, as a percent share of the total population of the neighborhood, it had a fairly low number of school age children. Family structure changes have also occurred between 1970 and 1980, with the number of divorced persons increasing from four to eight percent of the total neighborhood population.

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[5] Connecticut Department of Income Maintenance.

[6] Connecticut Department of Employment Security, Series 1973-1981 (Hartford: Connecticut Department of Employment Security, 1981).

Table I-Eleven
Selected Social Indicators by Neighborhood: Mid-City

Indicator	1970		1980		% Change
	#	%	#	%	
POPULATION					
Total population and percent share of Stamford	20,252	18.6	18,073	17.6	(10.8)
Blacks	3,315	16.4	3,003	16.6	(9.4)
Persons of Spanish origin	-	-	1,201	6.7	-
Persons 19 years of age and younger	5,236	25.9	3,362	18.6	(35.8)
Persons 20-64 years of age	11,941	59.0	11,036	61.1	(7.6)
Persons 65 years of age and older	3,075	15.2	3,675	20.3	19.5
Divorced persons (15 years old and over)	715	4.4[a]	1,269	8.1[a]	77.5
Percent of school age population to total Population of Neighborhood	3,884	19.2	2,552	14.1	34.3
Share of school age population to the total school age population of Stamford		12.8		11.5	
EDUCATION (25 years old and over)					
High school graduates	7,848	58.2[b]	9,222	69.6[b]	17.5
College graduates	2,102	15.6[b]	2,898	21.9[b]	37.9
Median of school years completed	11.1/12.4		NA		
HOUSING					
Median household size	1.5/2.6		1.3/2.3		
Median rooms per house	3.2/5.5		3.0/5.6		
Substandard housing units	492		265		(46.1)
Percent to total occupied units in neighborhood		5.9[c]		3.0[c]	
Percent to total substandard units in Stamford		59.6		40.0	
Condominium units and percent share of Stamford	279	79.7	945	25.6	238.7
Owner occupied units	2,332	28.3[c]	2,624	31.9[c]	12.5
% of black owner	154	6.6	222	8.5	44.2
Renter occupied units	5,906	71.7[c]	6,166	70.2[c]	4.4
% of black renter	947	16.0	1,027	16.7	8.5
ECONOMICS					
Families under poverty level	325	6.2[d]	198	4.5[d]	(39.1)
Median income/family	8,824/ 14,922		NA		

[a] Percent calculated to the population 15 years old and over (1970=16,261; 1980=15,722)

[b] Percent calculated to the population 25 years old and over (1970=13,481; 1980=13,249)

[c] Percent calculated to total occupied units (1970=8,238 ; 1980= 8,790)

[d] Percent calculated to the total number of families (1970= 5,251; 1980=4,425)

In education, the percentage of high school and college graduates, 25 years of age and older, was slightly below the city's figures and the fifth lowest when compared to other neighborhoods in 1980.

Housing is a key indicator in analyzing the characteristics of the Mid-City neighborhood. In general, the neighborhood had a high percentage of renters (approximately 71 percent) in both base years. In addition, substandard housing decreased by 46 percent from 1970 to 1980, a decline of 227 units from 492 existing in 1970. This can be an indicator of the rehabilitation of housing stock or of demolitions of these structures in the neighborhood. There was a corresponding decline in the housing stock built before 1950 which supports the demolition possibility.[7] Substandard housing in the neighborhood represented the highest share of the city's substandard units which can be an indicator of a density higher than the city average.

In 1970, Mid-City had the highest share (approximately 80 percent) of condominiums in Stamford. However, this percentage has decreased in 1980 as more units were built in other neighborhoods.

Mid-City has the fifth highest percentage of families below the poverty level in the city. This characteristic is supported by the low range of median income in the neighborhood.

Neighborhood profiles: Glenbrook. From 1970 to 1980, this neighborhood experienced some changes in its overall population characteristics. Its population increased to 13,563 in contrast to the city, and comprised over 13 percent of Stamford's total figure in 1980. The percentage of minority population in the neighborhood increased by six percent in the last decade, raising to approximately ten percent in 1980.

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[7] A 30 percent decline from 1970 to 1980 in age of structures, U.S. Census, 1970 and 1980.

Table I-Twelve

Selected Social Indicators by Neighborhood: Glenbrook

Indicator	1970		1980		% Change
	#	%	#	%	
POPULATION					
Total population and percent share of Stamford	13,532	12.4	13,563	13.2	0.2
Blacks	404	3.0	1,310	9.6	224.2
Persons of Spanish origin	-	-	580	4.3	
Persons 19 years of age and younger	4,189	31.0	3,215	23.7	(23.3)
Persons 20-64 years of age	7,735	57.1	8,457	62.4	9.3
Persons 65 years of age and older	1,608	11.9	1,891	13.9	17.6
Divorced persons (15 years old and over)	335	3.3[a]	768	6.7[a]	129.3
Percent of school age population to total Population of neighborhood	3,389	25.0	2,465	18.2	(27.3)
Share of school age population to the total school age population of Stamford	-	11.2	-	11.1	
EDUCATION (25 years old and over)					
High school graduates	5,180	62.3[b]	7,213	77.7[b]	39.3
College graduates	1,341	16.1[b]	2,424	26.1[b]	80.8
Median of school years completed	12.3/12.4	-	NA	-	
HOUSING					
Median household size	2.1/2.2		2.1/2.2		
Median rooms per house	4.4/5.1		4.6/5.1		
Substandard housing units	29		61		110.3
Percent to total occupied units in neighborhood		0.6[c]		1.1[c]	
Percent to total substandard units in Stamford		3.5		9.2	
Condominium units and percent share of Stamford	11	3.1	1,724	46.6	15,572.7
Owner occupied units	2,000	43.2[c]	3,096	57.2[c]	54.8
% of black owner	10	0.5	108	3.6	980.0
Renter occupied units	2,625	56.6[c]	2,313	42.8[c]	(11.9)
% of black renter	104	4.0	274	11.8	163.5
ECONOMICS					
Families under poverty level	134	3.6[d]	161	4.4[d]	20.2
Median income/family	12,431/ 13,251		NA		

[a] Percent calculated to the population 15 years old and over (1970=10,198; 1980=11,423)

[b] Percent calculated to the population 25 years old and over (1970=8,317; 1980= 9,288

[c] Percent calculated to total occupied units (1970=4,625

[d] Percent calculated to the total number of families (1970=3,721; 1980= 3,634)

Like Mid-City, the overall trend by age groups showed a decline in the school age population, an increase in the 20-64 and 65 and over age groups, and an increase in the number of divorced persons.

In education, the median educational level for Glenbrook was approximately 12 years and over 26 percent of its population in the 25 years and older age group had college degrees in 1980.

The neighborhood's housing characteristics have experienced several significant changes in the last decade. Between 1970 and 1980, condominiums gained a considerable number of units in comparison to other neighborhoods. The percentage of renter and owner occupied units was fairly even in their share of units with more blacks renting than owning their units.

The number of substandard units increased over 100 percent from 29 to 61 units. Because of this change, Glenbrook increased its share of substandard units in Stamford to nine percent in 1980.

In terms of economic indicators, the percentage of families below the poverty level in Glenbrook increased to four percent in 1980, a gain of 27 families in the decade under analysis. The 1970 median family income ranged from $12,431 to $ 13,251. Data for 1980 were not available.

Neighborhood profiles: East Side-Cove. East Side-Cove also declined 2 percent in population from 1970 to 1980. This figure was slightly below the city average. Like Glenbrook, however, it gained in minority population, with blacks now comprising 8 percent of the total. In 1980, over 6 percent of the neighborhood's total population was reported to be of Spanish origin.

The population by age divisions showed little change in the younger and school age groups and an increase in the number of persons 65 and older. However, this neighborhood also showed a decrease in the percentage of persons 20-64 years old. The number of divorced persons increased to about 7 percent

Table I-Thirteen

Selected Social Indicators by Neighborhood: East Side-Cove

Indicator	1970		1980		% Change
	#	%	#	%	
POPULATION					
Total population and percent share of Stamford	12,641	11.6	12,349	12.1	(2.3)
Blacks	729	5.8	1,034	8.4	41.8
Persons of Spanish origin	-		783	6.3	
Persons 19 years of age and younger	4,201	33.2	4,250	34.4	1.2
Persons 20-64 years of age	7,207	57.0	6,641	53.7	(7.9)
Persons 65 years of age and older	1,233	9.8	1,458	11.8	18.3
Divorced persons (15 years old and over)	257	2.7[a]	670	6.6[a]	160.7
Percent of school age population to total population of neighborhood	3,074	24.3	2,361	19.1	(23.2)
Share of school age population to the total school age population of Stamford		10.1		10.6	
EDUCATION (25 years old and over)					
High school graduates	3,913	53.2[b]	5,271	65.1[b]	34.7
College graduates	647	8.8[b]	1,270	15.7[b]	96.3
Median of school years completed	11.4/12.3		NA		
HOUSING					
Median household size	2.7/3.0		2.1/2.3		
Median rooms per house	4.4/5.0		4.3/5.1		
Substandard housing units	52		80		53.9
Percent to total occupied units in neighborhood		1.3[c]		1.7[c]	
Percent to total substandard units in Stamford		6.3		12.1	
Condominium units and percent share of Stamford	8	2.3	453	12.3	5,562.5
Owner occupied units	1,891	45.8[c]	2,395	49.4[c]	26.7
% of black owners	21	1.1	86	3.7	309.5
Renter occupied units	2,236	54.2[c]	2,450	50.6[c]	9.6
% of black renters					
ECONOMICS					
Families under poverty level	136	4.1[d]	194	5.8[d]	42.7
Median income/family	11,699/ 13,822		NA		

[a] Percent calculated to the population 15 years old and over (1970=9,433; 1980=10,187)

[b] Percent calculated to the population 25 years old and over (1970= 7,359; 1980=8,102)

[c] Percent calculated to total occupied units (1970= 4,127;1980=4,845

[d] Percent calculated to the total number of families (1970= 3,357; 1980=3,324)

in 1980.

East Side-Cove had an educational composition similar to Mid-City, with over 65 percent high school and 16 percent college graduates in 1980. The median educational level matches the 1970 city figure of 12 years of completed education.

In housing, the neighborhood had an equal mix of owners and renters in the total number of occupied housing units. Of the total number of occupied units by race, there was a greater percentage of black renters to black owners in 1970 and 1980.

The change in housing stock to condominium units has increased dramatically to 12 percent of Stamford's total in 1980; in addition, the neighborhood's share in substandard units rose to 12 percent in the same year.

The 1970 range of family income for East Side-Cove was similar to Glenbrook. The percentage of families below the poverty level increased to six percent in 1980. This was comparable to the overall percentage for Stamford.

Neighborhood profiles: Shippan. Shippan has also experienced a decrease of 5 percent in population from 1970-1980. In comparison to other neighborhoods, however, it has a low minority and Spanish population. In addition, it comprises a small percentage of Stamford's overall population figure (approximately three percent).

The neighborhood has a small percentage of elderly residents and has declined in school age population and increased in the 20-64 age group. However, a large percentage of Shippan's total population in 1980 was in the school age group which reflected the neighborhood's family structure.

Shippan has the second highest percentage of both high school and college graduates. North Stamford is the only neighborhood with a higher percentage of the 25 and over population with high school and college degrees.

Table I-Fourteen

Selected Social Indicators by Neighborhood: Shippan

Indicator	1970		1980		% Change
	#	%	#	%	
POPULATION					
Total population and percent share of Stamford	2,761	2.5	2,638	2.6	(4.5)
Blacks	29	1.1	34	1.3	17.2
Persons of Spanish origin	-	-	48	1.8	-
Persons 19 years of age and younger	1,153	41.8	833	31.5	(27.8)
Persons 20-64 years of age	1,375	49.8	1,550	58.8	12.7
Persons 65 years of age and older	233	8.4	255	9.7	9.4
Divorced persons (15 years old and over)	34	1.8[a]	116	5.6[a]	241.2
Percent of school age population to total population of neighborhood	983	35.6	717	27.2	(27.1)
Share of school age population to the total school age population of Stamford		3.2		3.2	
EDUCATION (25 years old and over)					
High school graduates	1,173	78.9[b]	1,426	87.8[b]	21.6
College graduates	491	33.0[b]	720	44.3[b]	46.6
Median of school years completed	13.4		NA		
HOUSING					
Median household size	3.4		2.9		
Median rooms per house	7.2		5.6		
Substandard housing units	4		8		100.0
Percent to total occupied units in neighborhood		.5[c]		1.0[c]	
Percent to total substandard units in Stamford		.5		1.2	
Condominium units and percent share of Stamford	-		-		
Owner occupied units	615	83.9[c]	704	84.1[c]	14.5
% of black owners	2	.3	3	.4	50.0
Renter occupied units	118	16.1[c]	133	15.9[c]	12.7
% of black renters	4	3.4	6	4.5	50.0
ECONOMICS					
Families under poverty level	34	5.0[d]	-	-	-
Median income/family	20,814		NA		

[a] Percent calculated to the population 15 years old and over (1970=1,919; 1980=2,082)

[b] Percent calculated to the population 25 years old and over (1970=1,486; 1980=1,625)

[c] Percent calculated to total occupied units (1970= 733

[d] Percent calculated to the total number of families (1970= 678; 1980=690)

Median household size, which decreased from 3.4 to 2.9 from 1970 to 1980, reflected the decline in the school age population. Housing patterns in both years showed a lack of condominium units and a high percentage, 84 percent, of owners in the neighborhood. There were very few black owners and renters, since there is a small minority population in the neighborhood. Substandard housing has increased, but remains a small percentage of total occupied units.

Shippan had the second highest median income in 1970 ($20,814). In addition, the statistics show that Shippan had no families below the poverty level in 1980.

Neighborhood profiles: Waterside. Waterside experienced a slight increase in population during the last decade. Presently, it has the greatest share of the black population (57 percent) and the second highest percentage (12 percent) of the Spanish population.

As with most of the neighborhoods in Stamford, the working age population increased slightly during the last decade and presently accounts for approximately one half of the total population. Although the younger age group (0-19 years old) declined by two percentage points, the neighborhood has increased slightly in its percent share of school age population over the past ten years.

In 1970, approximately 40 percent of the population 25 years old and over were high school graduates. Despite an increase, this was the second lowest value for Stamford. Similarly, the percent of college graduates increased almost four times, from 3 percent in 1970 to 12 percent in 1980. However, this still ranked as the third lowest value when compared with other neighborhoods.

From 1970 to 1980, the number of substandard housing units increased from 24 to 53; an increase of 121 percent and the highest verified for the city. The percentage of black renters rose from 56 percent in 1970 to 69 percent in 1980 which corresponds to a 26 percent gain in this group in the decade.

Table I-Fifteen
Selected Social Indicators by Neighborhood: Waterside

Indicator	1970		1980		% Change
	#	%	#	%	
POPULATION					
Total population and percent share of Stamford	5,915	5.4	5,934	5.8	.3
Blacks	2,924	49.4	3,385	57.0	15.8
Persons of Spanish origin	-		729	12.3	
Persons 19 years of age and younger	2,536	42.9	2,425	40.9	(4.4)
Persons 20-64 years of age	2,944	49.8	3,060	51.6	3.9
Persons 65 years of age and older	435	7.4	449	7.6	3.2
Divorced persons (15 years old and over)	121	3.1[a]	256	6.1[a]	111.6
Percent of school age population to total population of neighborhood	1,862	31.5	1,930	32.5	3.7
Share of school age population to the total school age population of Stamford		6.1		8.7	
EDUCATION (25 years old and over)					
High school graduates	1,169	39.8[b]	1,511	49.6[b]	29.3
College graduates	85	2.9[b]	352	11.6[b]	314.1
Median of school years completed	10.9		NA		
HOUSING					
Median household size	3.1		2.8		
Median rooms per house	4.2		4.7		
Substandard housing units	24		53		120.8
Percent to total occupied units in neighborhood		1.4[c]		2.8[c]	
Percent to total substandard units in Stamford		2.9		8.0	
Condominium units and percent share of Stamford	-		11	.3	
Owner occupied units	527	31.0	665	35.6[c]	26.2
% of black owners	127	24.0	179	27.0	40.9
Renter occupied units	1,172	69.0[c]	1,202	64.4[c]	2.6
% of black renters	651	55.6	823	68.5	26.4
ECONOMICS					
Families under poverty level	197	14.0[d]	430	28.6[d]	118.3
Median income/family	9,032		NA		

[a] Percent calculated to the population 15 years old and over (1970=3,880; 1980=4,207)

[b] Percent calculated to the population 25 years old and over (1970=2,936; 1980= 3,047)

[c] Percent calculated to total occupied units (1970=1,699; 1980=1,867)

[d] Percent calculated to total number of families (1970=1,403; 1980=1,502)

During the analysis period, the percent of families under the poverty level doubled, thus making Waterside the neighborhood with the highest share of poverty level families.

Neighborhood profiles: South End. Compared to other neighborhoods, the South End experienced the highest decline in population, 29 percent, during the decade. In 1980, 56 percent of its population was black, 23 percent of Spanish origin.

The age composition of the community followed a pattern of overall decline with a decrease in all three age groups. Its share of the school age population dropped slightly during the same period.

Although the neighborhood had the lowest educational level, 10.0, in Stamford, the area experienced an increase in its percent of high school graduates (30 percent in 1970 and 41 percent in 1980). The proportion of college graduates remained stable.

In housing, the number of substandard housing units declined 19 percent which corresponds to a loss of 12 units. During the past decade, the neighborhood has been primarily renter occupied (83 percent in 1970 and 81 percent in 1980).

The percentage of families below the poverty level in the South End remained fairly constant (20 percent in 1970 and 22 percent in 1980).

Neighborhood profiles: West Side. The West Side experienced a 12 percent decline in its population during the last decade. Its black population increased from 33 percent to 44 percent and it had the third highest share of persons of Spanish origin in Stamford.

This community suffered a considerable decrease in its proportion of school age population, and showed an increase in the two older cohorts. The percentage of divorced persons also increased substantially from about 3 percent in 1970 to 7 percent in 1980.

The percentage of high school graduates, although the third lowest in the city, increased over the last decade from 34 to 52 percent.

Table I-Seventeen
Selected Social Indicators by Neighborhood: South End

Indicator	1970		1980		% Change
	#	%	#	%	
POPULATION					
Total population and percent share of Stamford	4,237	3.9	3,010	2.9	(29.0)
Blacks	2,132	50.3	1,674	55.6	(21.5)
Persons of Spanish origin	-		677	22.5	-
Persons 19 years of age and younger	1,762	41.6	1,134	37.7	(35.6)
Persons 20-64 years of age	2,176	51.3	1,643	54.6	(24.4)
Persons 65 years of age and older	299	7.1	233	7.7	(22.1)
Divorced persons (15 years old and over)	92	4.2[a]	140	5.0[a]	52.2
Percent of school age population to total population of neighborhood	1,267	29.9	842	28.0	(33.5)
Share of school age population to the total school age population of Stamford		4.2		3.8	
EDUCATION (25 years old and over)					
High school graduates	615	29.6[b]	643	41.0[b]	4.6
College graduates	52	2.5[b]	44	2.8[b]	(15.4)
Median of school years completed	10.0		NA		
HOUSING					
Median household size	2.9		2.6		
Median rooms per house	4.5		4.4		
Substandard housing units	64		52		
Percent to total occupied units in neighborhood		5.1[c]		5.2[c]	(18.8)
Percent to total substandard units in Stamford		7.8		7.9	
Condominium units and percent share of Stamford	-		11	.3	
Owner occupied units	211	17.4[c]	187	18.9[c]	(13.8)
% of black owners	49	22.5	64	36.2	23.4
Renter occupied units	1,027	82.6[c]	805	81.1[c]	(21.6)
% of black renters	554	53.9	469	64.6	(15.3)
ECONOMICS					
Families under poverty level	205	20.0[d]	161	22.1[d]	(21.5)
Median income/family	8,435		NA		

[a] Percent calculated to the population 15 years old and over (1970=2,180; 1980=2,826)

[b] Percent calculated to the population 25 years old and over (1970=2,078; 1980=1,572)

[c] Percent calculated to the total occupied units (1970=1,244; 1980=992)

[d] Percent calculated to the total number of families (1970=1,025; 1980=727)

Table I-Seventeen
Selected Social Indicators by Neighborhood: West Side

Indicator	1970		1980		Change
-	#	%	#	%	
POPULATION					
Total population and percent share of Stamford	11,062	10.2	9,805	9.6	(11.4)
Blacks	3,649	33.0	4,295	43.8	17.7
Persons of Spanish origin	-		1,129	11.5	
Persons 19 years of age and younger	4,247	38.4	3,213	32.8	(24.4)
Persons 20-64 years of age	5,929	53.6	5,594	57.0	(5.5)
Persons 65 years of age and older	886	8.0	998	10.2	12.6
Divorced persons (15 years old and over)	196	2.5[a]	530	7.1[a]	170.4
Percent of school age population to total population of neighborhood	3,133	28.3	2,474	25.2	(21.0)
Share of school age population to the total school age population of Stamford		10.3		11.1	
EDUCATION (25 years old and over)					
High school graduates	2,032	34.2[b]	2,923	51.7[b]	43.9
College graduates	164	2.8[b]	299	5.3[b]	232.2
Median of school years completed	9.5/10.7		NA		
HOUSING					
Median household size	2.7/3.4		2.3/2.5		
Median rooms per house	4.0/4.3		4.2		
Substandard housing units	78		117		50.0
Percent to total occupied units in neighborhood		2.3[c]		3.3[c]	
Percent to total substandard units in Stamford		9.5		17.7	
Condominium units and percent share of Stamford	-		45	1.2	
Owner occupied units	834	24.9[c]	855	24.1[c]	2.5
% of black owners	110	13.2	160	19.1	45.5
Renter occupied units	2,521	75.1[c]	2,686	75.9[c]	6.6
% of black renters	933	37.0	1,274	49.6	36.6
ECONOMICS					
Families under poverty level	250	9.0[d]	359	13.8[d]	43.6
Median income/family	8,750 10,051		NA		

[a] Percent calculated to the population 15 years old and over (1970=7,741; 1980=7,508)

[b] Percent calculated to the population 25 years old and over (1970=5,935; 1980=5,655)

[c] Percent calculated to total occupied units (1970=3,355; 1980=3,541)

[d] Percent calculated to the total number of families (1970=2,794; 1980=2,604)

The share of renter and owner occupied units remained almost constant (76 and 24 percent, respectively) during the period of study. However, both the percentage of black owners and black renters increased slightly.

The West side had 359 families under the poverly level in 1980, representing the third highest proportion of the city; an increase from 9 to 14 percent in 1980.

Neighborhood profiles: Westover. Westover had a slight decline of 6.6 percent in population over the last decade. It lost population in the younger cohorts, but gained in the middle and upper ones. It had a low percentage of blacks and persons of Spanish origin, one percent for each group.

Westover experienced an increase in its educational achievement statistics and had the third highest percent of high school graduates, 83 percent, in 1980.

This neighborhood had one of the highest percentages of owner occupied units in the city. In 1970, 95 percent of its housing units were owner occupied; in 1980, 94 percent.

In 1970, Westover had one of the highest ranges of median family income, $19,831 to $22,071, in the city. In 1980, only one percent of its families had incomes below the poverty level.

Neighborhood profiles: Turn of the River/Newfield.[8] Turn of the River/Newfield held the fourth highest share of Stamford's population in 1980 and had a 16 percent decrease in population from 1970 to 1980. The black population countered this decline by increasing from less than one percent to one percent. Persons of Spanish origin comprised only one percent of the neighborhood's population, one of the lowest shares in Stamford.

Persons of working age comprised the greatest number of the neighborhood's population, increasing from 54 percent in 1970 to 63 percent in 1980. The school age population declined from 1970 to 1980. Turn of the River/Newfield had one of

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[8] Potential discrepancies due to change of study boundaries for 1980 census.

Table I-Eighteen
Selected Social Indicators by Neighborhood: Westover

Indicator	1970		1980		% Change
	#	%	#	%	
POPULATION					
Total population and percent share of Stamford	10,004	9.2	9,340	9.1	(6.6)
Blacks	57	.6	123	1.3	115.8
Persons of Spanish origin	-		124	1.3	
Persons 19 years of age and younger	3,966	39.6	2,663	28.5	(32.8)
Persons 20-64 years of age	5,334	53.3	5,804	62.1	8.8
Persons 65 years of age and older	704	7.0	873	9.4	24.0
Divorced persons (15 years old and over)	109	1.6[a]	263	3.5[a]	141.3
Percent of school age population to total population of neighborhood	3,230	32.3	2,219	23.8	(31.3)
Share of school age population to the total school age population of Stamford		10.6		10.0	
EDUCATION (25 years old and over)					
High school graduates	4,358	77.1[b]	5,075	83.3[b]	16.5
College graduates	1,604	28.4[b]	2,018	33.1	25.8
Median of school years completed	12.6/13.9		NA		
HOUSING					
Median household size	3.6		2.9/3.0		
Median rooms per house	6.3/7.6		5.6		
Substandard housing units	25		3		(88.0)
Percent to total occupied units in neighborhood		.9[c]		.1[c]	
Percent to total substandard units in Stamford		3.0		.5	
Condominium units and percent share of Stamford	-		-		
Owner occupied units	2,543	94.7[c]	2,802[c]	93.9[c]	10.2
% of black owners	5	.2	-		-
Renter occupied units	143	5.3[c]	181	6.1[c]	26.6
% of black renters	2	1.4	-		-
ECONOMICS					
Families under poverty level	45	1.7[d]	26	1.0[d]	(42.2)
Median income/family	19,831/ 22,091		NA		

[a] Percent calculated to the population 15 years old and over (1970=6,955; 1980=7,545)

[b] Percent calculated to the population 25 years old and over (1970=5,655; 1980=6,095)

[c] Percent calculated to total occupied units (1970=2,686; 1980=2,983)

[d] Percent calculated to the total number of families (1970=2,600; 1980=2,697)

Table I-Nineteen
Selected Social Indicators by Neighborhood: Turn of River/Newfield

Indicator	1970		1980		Change
	#	%	#	%	
POPULATION					
Total population and percent share of Stamford	7,933	7.3	6,688	6.5	(15.7)
Blacks	15	.2	82	1.2	446.7
Persons of Spanish origin	-		91	1.4	-
Persons 19 years of age and younger	3,289	41.5	1,869	28.0	(43.2)
Persons 20-64 years of age	4,270	53.8	4,216	63.0	(1.3)
Persons 65 years of age and older	374	4.7	603	9.0	61.2
Divorced persons (15 years old and over)	72	1.3[a]	163	3.0[a]	126.4
Percent of school age population to total population of neighborhood	2,796	35.3	1,555	23.3	(44.4)
Share of school age population to the total school age population of Stamford		9.2		7.0	
EDUCATION (25 years old and over)					
High school graduates	3,290	77.2[b]	3,645	83.0[b]	10.8
College graduates	1,183	27.7[b]	1,412	32.2[b]	19.4
Median of school years completed	12.7/12.9		NA		
HOUSING					
Median household size	3.7		2.9		
Median rooms per house	6.8/7.0		5.6		
Substandard housing units	15		2		(86.7)
Percent to total occupied units in neighborhood		.7[c]		.09[c]	
Percent to total substandard units in Stamford		1.8		.3	
Condominium units and percent share of Stamford	25	7.1	-		
Owner occupied units	1,989	95.1[c]	2,013	94.0[c]	1.2
% of black owners	2	.1	19	.9	850.0
Renter occupied units	102	4.9[c]	129	6.0[c]	26.5
% of black renters	-		2	1.6	
ECONOMICS					
Families under poverty level	46	2.3[d]	19	1.0[d]	(58.7)
Median income/family	18,459/ 20,347		NA		

[a] Percent calculated to the population 15 years old and over (1970=5,490 1980=5,435)

[b] Percent calculated to the population 25 years old and over (1970=4,264 1980=4,391)

[c] Percent calculated to total occupied units (1970=3,634; 1980=3,743

dPercent calculated to the total number of families (1970=3,508; 1980-N.A.)

the lowest shares, 7 percent, of the school age population in the city in 1980.

The number of high school graduates increased from 77 percent in 1970 to 83 percent in 1980, and the neighborhood was fourth in percentage of high school graduates when compared with the other neighborhoods. This rising trend was also evident in the number of college graduates.

In housing, the majority of units in Turn of the River/Newfield were owner occupied, with low minority ownership. During the past decade, substandard housing experienced a sharp decline (from 15 to 2 units). This neighborhood also held the second lowest share of substandard housing in Stamford.

The percentage of families below the poverty level decreased from 2 percent in 1970 to one percent in 1980. It had one of the lowest shares of families under the poverty level in the city.

Neighborhood profiles: Springdale. Springdale ranked seventh in its share of Stamford's population in 1980, and has experienced a three percent rise in population from 1970 to 1980. The neighborhood had a relatively low percentage of minorities (three percent of blacks and three percent of Spanish) in 1980.

The working age population in Springdale continued to represent the greatest proportion of the neighborhood's population (64 percent in 1980), although it showed a decrease of 16 percent from 1970 to 1980. The elderly age group increased 42 percent from 1970 to 1980, while the school age population decreased during that period. The neighborhood's share of school age population to the total school age population in Stamford, however, remained constant.

Springdale showed an increase in the number of persons graduating from both high school and college in the decade examined. The percentage of high school graduates, 73 percent, in 1980 was equal to the percentage in Stamford.

Owner occupied units represent the majority of Springdale's housing, a characteristic which remained consistent from 1970 to 1980. The percentages of black owners

Table I-Twenty
Selected Social Indicators by Neighborhood: Springdale

Indicator	1970		1980		% Change
	#	%	#	%	
POPULATION					
Total population and percent share of Stamford	6,841	6.3	7,019	6.9	2.6
Blacks	32	0.5	179	2.6	459.4
Persons of Spanish origin	-		197	2.8	
Persons 19 years of age and younger	2,421	35.4	1,740	24.8	(28.1)
Persons 20-64 years of age	3,845	56.2	4,464	63.6	(16.1)
Persons 65 years of age and older	575	8.4	815	11.6	41.7
Divorced persons (15 years old and over)	99	1.7[a]	344	5.3[a]	247.5
Percent of school age population to total population of neighborhood	1,879	27.3	1,375	19.6	(26.8)
Share of school age population to the total school age population of Stamford		6.2		6.2	
EDUCATION (25 years old and over)					
High school graduates	2,359	60.1[b]	3,433	72.7[b]	45.5
College graduates	487	12.4[b]	964	20.4[b]	98.0
Median of school years completed	12.2/12.4		NA		
HOUSING					
Median household size	2.9/3.1		2.2/2.5		
Median rooms per house	5.3/5.8		5.0/5.6		
Substandard housing units	27		16		(40.7)
Percent to total occupied units in neighborhood		1.3[c]		0.6[c]	
Percent to total substandard units in Stamford		3.2		2.4	
Condominium units and percent share of Stamford	27	7.7	519	14.0	1822.2
Owner occupied units	1,548	73.9[c]	1,923	72.3[c]	24.2
% of black owners	9	0.6	42	2.2	366.7
Renter occupied units	546	26.1[c]	735	27.7[c]	34.6
% of black renters	2	0.4	30	4.1	1400.0
ECONOMICS					
Families under poverty level	43	2.4[d]	49	2.5[d]	14.0
Median income/family	12,838/ 13,784		NA		

[a] Percent calculated to the population 15 years old and over (1970=5,969; 1980=6,439)

[b] Percent calculated to the population 25 years old and over (1970=3,925; 1980=4,724)

[c] Percent calculated to total occupied units (1970=2,094; 1980=2,658)

[d] Percent calculated to the total number of families (1970=1,806; 1980=1,954)

and black renters increased during the same period from less than one percent to 2 percent and from less than one percent to 4 percent, respectively.

Substandard housing decreased 41 percent from 1970 to 1980, with Springdale having the fifth lowest share of substandard housing in the city.

Springdale had the third largest number of condominiums as compared to the other neighborhoods in Stamford, and showed a large increase in the number from 1970 to 1980.

The number of families under the poverty level remained consistent from 1970 to 1980 (2.4 percent and 2.5 percent, respectively).

Neighborhood profiles: North Stamford. North Stamford held the second largest share of Stamford's population along with one of the lowest percentages of minority residents in the city. Working age persons comprised the majority of the neighborhood's population, consistent with the other ten neighborhoods, and increased by 20 percent from 1970 to 1980.

The percentage of school age population in North Stamford declined; however, the neighborhood's share of school age population in the city remained constant (approximately 16 percent).

Ninety-one percent of North Stamford's residents graduated from high school and over 50 percent are college graduates, giving the neighborhood the largest share of population in these two categories in the city. In 1970, the median number of school years completed ranged from 14.6 to 15.1 in North Stamford, a characteristic which verified the high numbers of graduates in 1980.

Over 90 percent of the occupied units in North Stamford were owner occupied in 1970 and 1980. Substandard housing in North Stamford declined approximately 67 percent (15 to 5 units) from 1970 to 1980. It comprised less than one percent of Stamford's substandard units.

North Stamford had the fourth lowest number of families under the poverty

Table I- Twenty-One
Selected Social Indicators by Neighborhood: North Stamford

Indicator	1970		1980		% Change
	#	%	#	%	
POPULATION					
Total population and percent share of Stamford	13,620	12.5	14,034	13.7	3.0
Blacks	122	.9	222	1.6	82.0
Persons of Spanish origin	-		203	1.5	
Persons 19 years of age and younger	5,755	42.3	4,379	31.2	(23.9)
Persons 20-64 years of age	7,168	52.6	8,593	61.2	19.9
Persons 65 years of age and older	697	5.1	1,062	7.6	52.4
Divorced persons (15 years old and over)	139	1.5[a]	346	3.2[a]	148.9
Percent of school age population to total population of neighborhood	4,880	35.8	3,718	26.5	(23.8)
Share of school age population to the total school age population of Stamford		16.1		16.7	
EDUCATION (25 years old and over)					
High school graduates	6,344	84.9[b]	8,135	91.0[b]	28.2
College graduates	3,110	41.6[b]	4,656	52.1[b]	49.7
Median of school years completed	14.6/15.1		NA		
HOUSING					
Median household size	3.6/3.8		2.9/3.2		
Median rooms per house	7.6/8.2		5.6		
Substandard housing units	15		5		(66.7)
Percent to total occupied units in neighborhood		.4[c]		.1[c]	
Percent to total substandard units in Stamford		1.8		.8	
Condominium units and percent share of Stamford	-		-		
Owner occupied units	3,310	93.2[c]	4,027	93.3[c]	21.7
% of black owners	16	.5	54	1.3	237.5
Renter occupied units	243	6.8[c]	287	6.7[c]	18.1
% of black renters	4	1.7	4	1.4	0
ECONOMICS					
Families under poverty level	43	1.3[d]	69	1.8[d]	60.5
Median income/family	23,504/32/276		NA		

[a] Percent calculated to the population 15 years old and over (1970=9,249; 1980=10,998)

[b] Percent calculated to the population 25 years old and over (1970=7,475; 1980=8,943)

[c] Percent calculated to total occupied units (1970=3,553; 1980=4,314)

[d] Percent calculated to the total number of families (1970=3,386; 1980=3,896)

level. Consistent with this characteristic, it had the highest median income, $23,504 to $32,276, in 1970.

Findings. As a complement to the neighborhood profiles presented in the previous section of this chapter, the following tables relate the individual characteristics of each community with the policy implications they suggest. The tables provide the basis for a discussion on the various factors in the environment that can be influenced to create change (see Tables I - Twenty-Two to I - Thirty-Three).

In comparing study neighborhoods in their ranking by these selected indicators, it becomes evident that those neighborhoods in the center and southwest of Stamford: Mid-City, South End, and West Side are the highest in indicators which, when clustered, suggest neighborhoods of greatest public education need for a diversity of school and other public services. These neighborhoods have a young school age population, a larger percentage of renters, a larger percentage of single family heads of households correlated with a high percent of families under the poverty level, and a lower percentage of college graduates in their adult population as well as a higher percentage of substandard housing. At the other end, such communities as Shippan, North Stamford, Westover, Turn of the River/Newfield, and Springdale may be considered as having a less intensive need for public education and other public services due to their decreasing population, particularly school age population; high percentage of home ownership; high educational level in the adult population; high median income; and few, if any families residing there under the poverty level in 1980. Transition communities such as East Side-Cove, Waterside, and Glenbrook are moving from one set of community needs to another. There is an increase in single population; the median education level is above high school; there is an even mix of owner/renter housing; the housing stock seems to be becoming condominiums; and there is an increase in the number of families below the poverty level.

Table I - Twenty-Two

Policy Implications of Social Indicators: City of Stamford

Neighborhood	Area of Concern	Profile Characteristics	Policy Implications
STAMFORD	Population	Second largest share of population in Fairfield County; overall population has declined; increase in the number of blacks; school age population decreased.	Change in demand for services and programs Change in racial composition; special programs Change in demand for educational services
	Education	Decline in public school enrollment; minority enrollment increased; nonminority enrollment decreased; increase in number of high school and college graduates.	Change in demand for school facilities; special programs, e.g., bilingual programs Quality of home environment
	Housing	Owner occupied units increased; owner occupied higher than renter occupied; substandard units decreased; number of new houses authorized by building permits decreased	Economic access to education Quality of home environment
	Economic	Number of families under the poverty level increased; percentage AFDC recipients increased; nonagricultural employment increased; manufacturing employment decreased; nonmanufacturing employment increased.	Economic assistance to education Financial assistance for students

Table I - Twenty-Three

Policy Implications of Social Indicators by Neighborhood: Mid-City

Neighborhood	Area of Concern	Profile Characteristics	Policy Implications
MID-CITY	Population	A declining overall population which is changing the composition of the neighborhood; higher minority population and a decline in school age population. Family structure also changing due to increase in number of divorced persons.	Change in demand for programs and services to meet diversity of population composition (bilingual programs, day care centers) Enrollment changes/demand for school facilities
	Education	Percentage of high school and college graduates is about average when compared to the other neighborhoods.	Support for educational systems and programs
	Housing	High renter neighborhood with a possible increase in the number of demolitions. Housing stock showed a decrease in buildings built before 1950 and a high share of Stamford's condominium units.	Stability of the neighborhood and quality of home environment. Spatial needs of student
	Economic	High percentage of families below the poverty level, low range of median income.	Economic opportunity to education Need for financial assistance for families and students

Table I - Twenty-Four

Policy Implications of Social Indicators by Neighborhood: Glenbrook

Neighborhood	Area of Concern		Policy Implications
GLENBROOK/ BELLTOWN	Population	Slight increase in population with a responsive change in minority composition; school age population declining and an increase in middle and elderly population; divorced persons also increased.	Enrollment changes and response of school system Program needs of minority population
	Education	Median educational level above high school and one fourth of people 25 and over had college degrees.	Support for role of educational programs
	Housing	Even mix of owner/renter housing and a change in housing stock toward condominium unit growth in last decade.	Stability of neighborhood Quality of home environment/spatial needs of student
	Economic	Increase in number of families below the poverty level.	Economic need of student/financial assistance

Table I - Twenty-Five

Policy Implications of Social Indicators by Neighborhood: East Side-Cove

Neighborhood	Area of Concern	Profile Characteristics	Policy Implications
EAST SIDE COVE	Population	Declining population with a responsive change in school age population and 20-64 year olds; increasing minority population and increase in elderly; family pattern changes with a higher percentage of divorced persons.	Enrollment/school utilization changes Program needs for elderly and minority population
	Education	Figures for median educational level of 25 and over population are just above high school level.	Support for educational system
	Housing	Equal share of owner/renter occupied housing but a higher number of black renters than owners; increase in number of substandard units; housing patterns show an increase in condominium units by 1980.	Stability of the neighborhood Quality of home environment
	Economic	Increase in number of families above the poverty level to 6 percent in 1980.	Financial need of families and students

Table I - Twenty-Six

Policy Implications of Social Indicators by Neighborhood: Shippan

Neighborhood	Area of Concern	Profile Characteristics	Policy Implications
SHIPPAN	Population	Decreasing population and a corresponding decline in school age population; low minority and elderly population and high youth population.	School enrollment/ school demand Special program needs for youth
	Education	High educational level of total population.	Support for school programs and activities
	Housing	High number of owner housing, mostly single family; low percentage of black owner/renter.	Stability of neighborhood
	Economic	High median income; no families under poverty level in 1980.	Economic opportunity of students Economic level of families

Table I - Twenty-Seven

Policy Implications of Social Indicators: Waterside

Neighborhood	Area of Concern	Profile Characteristics	Policy Implications
WATER-SIDE	Population	Slight increase in population; highest proportion of blacks; second highest percentage of Spanish; decrease of the younger cohort with a slight increase in the school age population.	No real change in demand for educational services and programs Special education programs Change in demand for educational facilities
	Education	Second lowest median number of school years completed; large increase in number of high school and college graduates.	Change in home environmental quality
	Housing	Drastic increase in substandard housing units; increase in the number of black renters.	Quality of home environment; stability of neighborhood
	Economic	The percent of families under the poverty level doubled, giving it the highest percent in Stamford.	Change in economic opportunity to education Need for financial assistance

Table I - Twenty Eight

Policy Implications of Social Indicators by Neighborhood: South End

Neighborhood	Area of Concern	Profile Characteristics	Policy Implications
SOUTH END	Population	Highest decrease in population; second highest share of blacks; highest proportion of Spanish; change in age composition by decline in all three age groups.	Change in program and services demand Special educational programs and support services Change in demand of educational services
	Education	Lowest educational level	Lower educational opportunities, adult educational requirements
	Housing	Drop in substandard housing; mainly renter occupied (about 80 percent of the total units.	Quality of home environment Need for financial assistance Physical quality of the neighborhood
	Economic	Approximately 20 percent of families under the poverty level	Need for financial assistance

Table I - Twenty-Nine

Policy Implications of Social Indicators by Neighborhood: West Side

Neighborhood	Area of Concern	Profile Characteristics	Policy Implications
WEST-SIDE	Population	Decline in total population; third highest share of Spanish; high proportion of blacks; decrease in younger age group; increase in the percentage of divorced persons	Special programs Change in service demand patterns Special programs to assure equal opportunity to education Change educational facilities demand Instability of the neighborhood/need of support programs and services
	Education	Increase in educational level	Some improvement in the home environmental quality
	Housing	Share of high renter and low owner occupied units remained constant. Increase in substandard units	Stability of the neighborhood; quality of environment
	Economic	Third highest rank in share of families under poverty level	Need of financial assistance

Table I - Thirty

Policy Implications of Social Indicators by Neighborhood: Westover

Neighborhood	Area of Concern	Profile Characteristics	Policy Implications
WESTOVER	Population	Decline in younger age group and an increase in middle and older age groups	Change in demand for services and programs Special programs and services for elderly and working groups
	Education	Third highest educational level	Quality of home environment
	Housing	Majority of white ownership in 1970 and in 1980	Economic opportunity to education
	Economic	High income; only one percent of families under the poverty level in 1980	Economic opportunity to education

Table I - Thirty-One

Policy Implications of Social Indicators by Neighborhood: Turn of the River/Newfield

Neighborhood	Area of Concern	Profile Characteristics	Policy Implications
TURN OF THE RIVER/ NEWFIELD	Population	Second highest decline in population from 1970 to 1980; increase in black population; school age population declined; increase in divorced persons	Change in services and program demand Special programs Neighborhood instability
	Education	High percentage of high school graduates and college graduates	Home environment quality
	Housing	High owner neighborhood; decrease in substandard housing	Environmental quality
	Economic	Low number of families under the poverty level; high range of median income	Economic opportunity to education

Table I - Thirty-Two

Policy Implications of Social Indicators by Neighborhood: Springdale

Neighborhood	Area of Concern	Profile Characteristics	Policy Implications
SPRING-DALE	Population	An increase in population overall; low percentage of minorities; decrease in school age population; low share of city's population	Change in demand for educational services
	Education	Increase in number of high school and college graduates	Quality of home environment
	Housing	High percentage of owner occupied units; increase in number of black owners and renters; low percentage of substandard housing; large number of condominiums	Economic opportunity to education Support services/spatial needs of students
	Economic	Low number of families under the poverty level, consistent from 1970 to 1980	Economic opportunity to education

Table I - Thirty Three

Policy Implications of Social Indicators by Neighborhood: North Stamford

Neighborhood	Area of Concern	Profile Characteristics	Policy Implications
NORTH STAMFORD	Population	Second largest share of city's population; very low percentage of minorities; decrease in number of school age population; increase in number of divorced persons	Change in demand of programs and services Instability of the neighborhood, need for special programs and services
	Education	High percentage of high school and college graduates; high median number of school years completed.	Home environmental quality
	Housing	High percentage of owner occupied units; low percentage of substandard housing	Economic opportunity to education Quality of home environment
	Economic	Fourth lowest number of families below the poverty level; highest range of median income	Economic opportunity to education

Table I - Thirty-Four
Selected Indicators Ranked by Neighborhood, 1980

Neighborhoods	Population[a]								Education			Housing					Economic		
	Population by neighborhood (1% of Stamford)	Percent black	Percent Spanish origin	Percent of persons less than 20 years	Percent of persons 20-64 years	Percent of persons 65 years and over	Percent of divorced persons (over 15 years)	Percent of school age population to neighborhood total	Percent of school age population to Stamford total	Percent High School graduates	Percent college graduates	Percent substandard houses to total occupied units	Percent substandard houses to total substandard units in Stamford	Percent condominium units to total Stamford condominium units	Percent owner occupied	Percent renter occupied	Percent black owners	Percent black renters	Percent of families under the poverty level
Mid - City	1	4	4	11	5	1	1	11	2	7	6	3	1	2	9	3	4	4	5
Glenbrook	3	5	6	10	2	2	3	10	4	5	5	6	4	1	6	6	6	5	6
East Side Cove	4	6	5	3	9	3	4	9	5	8	8	5	3	4	7	5	5	6	4
Springdale	7	7	7	9	11	4	7	8	9	6	7	8	7	3	5	7	7	8	7
North Stamford	2	8	9	6	4	10	10	4	1	1	1	9	9	-	3	9	8	10	8
West Side	5	3	3	4	7	5	2	5	3	9	10	2	2	5	10	2	3	3	3
Shippan	11	10	8	5	6	6	6	3	11	2	2	7	8	-	4	8	10	7	11
Waterside	9	1	2	1	10	11	5	1	7	10	9	4	5	6[b]	8	4	2	1	1
Westover Road	6	11	11	7	3	7	9	6	6	3	3	10	10	-	2	10	NA	NA	10
Turn of the River	8	9	10	8	1	8	11	7	8	4	4	11	11	-	1	11	9	9	9
South End	10	2	1	2	8	9	8	2	10	11	11	1	6	6[b]	11	1	1	2	2

Source: U.S. Department of Commerce, Bureau of the Census, 1980 Census of Population (Washington, D.C.
U.S. Department of Commerce, Bureau of the Census, 1981)

Notes: [a] A ranking of 1 is the highest; 11 the lowest.

[b] Represents an equal ranking.

This analysis is generalized so that a typology can be established which will assist in relating the characteristics of the population to their need for public schooling. This is further analyzed in Volume III as the study continues to examine the neighborhoods in terms of their demand and need for public services.

TYPOLOGY: NEED FOR PUBLIC EDUCATION

Neighborhoods of greatest need

Neighborhoods in transition

Neighborhoods of least need

In assessing this need, the Study Team is aware that trends change and neighborhood patterns change as well. The goal of this study, in fact, is to examine the policy environment and to develop some alternative policies which might impact upon the current situation causing change to take place.

Conclusion

This chapter has reviewed the major social and demographic indicators which comprise the quality of life in Stamford. These characteristics explain the contextural trends which provide the environment for public education. Demographic composition and distribution are critical elements as are educational level of the adult community and housing attributes, such as median household size, the percent of owners and renters, and the number of condominiums. Moreover, the median income and the percentage of families below the poverty level gives us an indication of the public service needs of the neighborhood.

The social indicator model in Appendix B describes one of the major analytic tools of this study. It will provide the fundamental information to measure the need for public schooling in Stamford by neighborhood.

Stamford is, as has been noted, a town in transition. It is an exciting community to live in and one which is highly valued by its citizens. The current social policy environment is one of contradictory trends, but underlying consistency. Although some of the neighborhoods are in transition, there is a sense of purpose and concern on the part of those involved with public education to direct and manage this change. Understanding the social policy environment is a measure of that management.

The next chapter discusses the economic policy environment. It also projects the occupational trends which are equally a part of the contextual environment for public education.

II. ECONOMIC POLICY ENVIRONMENT

The city of Stamford has witnessed a great amount of economic change since 1968. It has always been a prominent factor in Connecticut's economy, but its economic function has changed. The town has evolved into a city. The town of Stamford was a largely self-contained wholesale and manufacturing center and the relevant labor market was largely restricted to Stamford and its surrounding towns. Today, the city of Stamford is a center of office employment and a hub of economic activity for southwestern Connecticut and southeastern New York. The relevant labor market is no longer purely local, and this is in addition to the stable base of people who commute from Stamford to New York City.

This section examines the labor market in Stamford, the relationship which exists between the labor and product markets, and the relationship which exists between the labor market and the regional economy. This is accomplished by describing the economic structure of Stamford and by analyzing the way in which the local economy has evolved during the past 15 years. Several specific hypotheses are subjected to scrutiny. This analysis is primarily interested in determining if Stamford's local pool of labor is capable of filling the best jobs which are currently available in the local labor market. It was able to do so in 1968; it is not in 1982.

An Overview of the Local Economy

Today, 68,560 people work in Stamford, a 26.6 percent increase since 1973.[1] During the same time period the city's population decreased by 6 percent.[2] These two demographic changes lie behind the strikingly visible changes which have occurred in Stamford's skyline during the past decade. There has been an explosion in the amount of office space available (see Table II-One). From 1970 to 1980, the amount of office space nearly doubled; and it increased by another 42 percent in one year, from 1980 to 1981. The city's first major shopping mall has opened. It contains two major department stores. Housing values have skyrocketed along with the incomes of the local residents.

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[1] Connecticut Department of Employment Security, Series 1973-1981 (Hartford: Connecticut Department of Employment Security, 1981).

[2] U.S. Department of Commerce, Bureau of the Census, 1980 Census of Population and Housing (Washington, D.C.: U.S. Department of Commerce, Bureau of the Census, 1981).

On average, Stamford has witnessed major economic changes and its population has changed in partial response to those changes. However, the city is not homogenous either socially or economically. The radical change in the economic base of the city has not benefited all of the city's residents uniformly. All of the above observations are important in understanding what is happening within the local labor market. Some of these phenomena are explained in greater detail in other parts of the planning report. They shall be briefly reviewed here to give some understanding of the local economy.

During the decade from 1970 to 1980 Stamford gained 13,000 jobs, but lost more than 1,000 manufacturing jobs.[3] This is a continuation of a trend which began in the mid to late 1960s. Where Stamford had been a town with two major economic components a group of Manhattan bound commuters and a traditional New England factory town; it had become a major home for service sector activities, primarily office and headquarters workers. Clearly the change in economic activity had some effect on the city (a machine screw or forklift operator cannot change into a computer operator overnight).

The population, on average, is much wealthier today than it was a decade ago. Per capita money income increased by 74 percent from 1969 to 1977. The

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[3] South Western Regional Planning Agency, Data Book (Rowayton: South Western Regional Planning Agency, 1982), 11.

Table II - One

Office Space Inventory of Stamford in Square Feet

1970 - 1981

Year	Total	Net Change	Percent Change
1970	1,955,000		
1980	5,333,000		
1981	7,610,000		
1970-80		3,378,000	173
1980-81		2,237,000	42

Source: South Western Regional Planning Agency, Data Book (Rowayton: South Western Regional Planning Agency, 1981).

Note: Last item, 1980-81, is a one year net change compared to 1970-80, which is a ten year change.

median family income in the Stamford SMSA was $30,900 in 1980.[4]

The unemployment rate in the Stamford labor market is the lowest in New England. The rate was 3.9 percent in February, 1982, while it was 7 percent in Connecticut as a whole, 9.3 percent in the New Britain Labor Market Area, 7.4 percent in New England as a whole, and 8.8 percent in the country.[5] The Labor Department estimates that the labor force in the Stamford-Norwalk Labor Market Areas consists of 123,000 people, of which 114,000 are employed.[6] Clearly the economy of southwestern Fairfield County has been vibrant. But does this offer any contrast to the fact that Stamford has been losing population?

This is a question that is better answered in other areas of the report. However, the facts are clear. The population decreased by nearly 6 percent from 1970 to 1980; the average household size fell from 3.12 to 2.65. The number of dwelling units increased by 13.3 percent; 5,834 units were added to the housing stock from 1970 to 1980; and 74 percent of these additions were in multi-family housing. The median value of a house in Stamford in 1980 was over $110,000 and the median sale price of a house in 1981 was $133,500 (this is an increase of 319 percent since 1970 and 226 percent since 1975). Only 54 percent of single family housing units were valued at less than $100,000 in the 1980 census; the mean asking price for condominiums in 1980 was $86,751.[7]

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[4] Ibid. p.30

[5] The unemployment rate is a limited tool for measuring social well being. It suffers from a major statistical flaw, which is hard to treat. It counts anyone who is working (even if just for one hour per week) as employed. It also counts anyone who is not actively searching for a job as "not in the labor force" and, therefore, neither employed nor unemployed. This means that the figures will discount the problems of new entrants to the labor force such as women and young people, and those of discouraged workers (those who have been unemployed for a long period of time and have stopped looking for work).

[6] These figures consider the Stamford and Norwalk Labor Market Areas as being coterminous.

In sum, Stamford is wealthier and is composed of smaller families, who are spending a large share of their income on housing. This could indicate that the city is losing married couples with young families. Its residents would tend to be those couples who are guarding an "empty nest", younger singles, or childless couples. These are demographic facts, whether they have caused economic change in the basic structure of Stamford's economy or are the by-product of those changes cannot be determined.

The Result of Economic Change

As other New England cities began to suffer from a reliance on old plants and declining industries, Stamford made the break from its industrial past. The city started to relinquish its dependence on a manufacturing employment base two decades ago, so that by the end of the 1974-75 national recession, the transition was substantially complete (see Table II-Two). Stamford recovered from the recession at a faster rate than did the state and New England. After having been nearly 5 percent since 1978, unemployment dropped to 4 percent in the most recent figures available for 1982. Unemployment rates have been consistently 3 to 4 percentage points lower than those found in other labor markets in New England.

Employment growth data tell a similar story (See Table III-Three). Over the past ten years Stamford has generally grown faster than Connecticut or New England. While these surrounding regions occasionally experienced a faster one-year growth period than did Stamford, the city's growth has been more consistent. Stamford's economy has been less vulnerable to the business cycle. It is in

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[7] South Western Regional Planning Agency, Data Book (Rowayton: South Western Regional Planning Agency, 1982).

Table II - Two

Unemployment Rates
For Stamford City, Connecticut, and New England
1973-1981

Year	Stamford		Connecticut	New England
	Number Unemployed	Percent Unemployed	Percent Unemployed	Percent Unemployed
1973	4,031	7.6	6.3	6.1
1974	3,610	6.8	6.1	6.6
1975	4,708	8.6	9.1	10.4
1976	5,103	9.2	9.5	9.1
1977	3,810	6.7	7.0	7.7
1978	3,022	5.1	5.2	5.7
1979	3,057	4.9	5.1	5.4
1980	3,378	5.3	5.9	5.9
1981	3,187	5.0	6.2	6.3

Source: Connecticut Department of Employment Security, Series 1973-1981
(Hartford: Connecticut Department of Employment Security, 1981).

Table II - Three

Nonagriculatural Employment Growth in Stamford City, Connecticut, and New England 1973-1981

	Stamford	Connecticut	New England
Number Employed			
1973	52,830	1,225,500	4,756,700
1974	54,870	1,246,400	4,828,300
1975	54,360	1,213,500	4,676,100
1976	55,810	1,219,900	4,799,000
1977	59,800	1,285,600	4,967,000
1978	62,170	1,328,300	5,179,000
1979	64,890	1,397,700	5,343,000
1980	66,150	1,426,800	5,481,100
1981	68,560	1,436,100	5,504,600
Percent Change			
1973-1974	3.9	1.7	1.5
1974-1975	-0.9	-2.6	-3.1
1975-1976	2.7	0.5	2.6
1976-1977	7.1	5.4	3.5
1977-1978	4.0	3.3	4.3
1978-1979	4.4	5.2	3.2
1979-1980	1.9	2.1	2.6
1980-1981	3.5	0.6	0.4
Net Change			
1973-1974	2,040	20,900	69,600
1974-1975	-510	-32,900	-152,200
1975-1976	1,450	6,400	122,900
1976-1977	3,990	65,700	168,000
1977-1978	2,370	42,700	212,000
1978-1979	2,720	69,400	164,000
1979-1980	1,260	29,100	138,100
1980-1981	2,410	9,300	23,500

Source: Connecticut Department of Employment Security, Series 1973-1981 (Hartford: Connecticut Department of Employment Security, 1981).

United States Bureau of Labor Statistics, Handbook of Labor Statistics (Washington, D.C.: Department of Labor, 1980).

times of nationwide cyclical decline, such as 1974-75 and 1980-81, that the special nature of the city's job base shows most clearly. There was almost no increase in the number of jobs in Connecticut between 1980 and 1981. Nevertheless, employment in Stamford rose by 3.5 percent, about the average annual growth rate since 1973. In fact, 26 percent of the net job gain in the entire state of Connecticut between 1980 and 1981 took place in the city of Stamford. This is also 10.3 percent of the gain in all of New England.

Analysis: The Changing Structure of Employment

The descriptive data and history of economic development suggest several hypotheses about the way in which the labor market in Stamford works. On the demand side of the labor market it is hypothesized that the economic base of the city is now service oriented (e.g., headquarters of major corporations, regional branch offices of major corporations, and smaller activities which service large corporations). The city is also hypothesized as having an indigenous, entrepreneurial service sector to sell goods to the office workers. A corollary to these two hypotheses is that there has been a decline in the number of firms and jobs which employ skilled, blue collar workers. Finally, it is hypothesized that the labor market is composed of three distinct sets of supply-demand relationships. In other words there are three submarkets at work in Stamford where substitution on the supply sides of these markets is fairly inelastic. The easiest way in which the submarkets can be characterized is to describe the sources of demand.[8]

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[8] There is a theory of labor market segmentation that has developed over the past decade. It has been called the dual labor market theory. It is actually a theory about labor market equilibriums and the different characteristics of workers and their jobs within each market. The methodology which is used in this report was developed in Harrison, Bennett, and Edward W. Hill, "The Changing Structure of Jobs in Older and Younger Cities", Cambridge, Mass.: MIT-Harvard Joint Center for Urban Studies. Working Paper No. 58. March, 1979.

The labor market segmentation theory states that there are two sets of jobs in the economy, good and less desirable jobs. The good jobs are those in the primary labor market. These are jobs that pay above poverty level wages and benefits; they require or impart work skills; and they are often organized into promotional ladders within the work place. Initially, the primary labor market was a description of unionized manufacturing plants. It is also true that the economy is developing a set of very desirable nonmanufacturing jobs. These share many of the same characteristics of primary sector manufacturing jobs. This definition has been made operational by ranking two variables by industry: mean hourly earnings and the proportion of employees who work full-time and year-round.[9]

Harrison and Hill ranked these variables by industry in ten large cities, using 1970 place of work data. Two lists of industries were developed, one typified by higher wage, full-time, full-year employment. The other was composed of industries, which on the average, employ people part-time or part-year and pay low wages. The wage data were bisected by placing the lowest third of the industries paid mean hourly earnings below $3.00 in 1970. This was nearly twice the legal minimum wage.

Harrison and Hill also found a high correlation between their high-wage and full-time variables. Only two industries out of 20 passed the full-time, year-round test and paid less than $3.00 per hour. These were furniture and textiles, neither of which is of interest in Stamford.

It is realized that using industry data to analyze the composition of the demand side of a local labor market is somewhat crude. Two firms in the same industry may have vastly different employment characteristics, depending on their specific markets and demand for their products. It is also recognized that one firm can have two separate pools of labor, one primary and the other secondary. However, these are problems which are inherent in any typology. Harrison and Hill split all industries into four groups. The secondary labor market industries, or "predominantly low-wage, part year," are:

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[9] Ibid., pp 7-13

manufacturing: apparel, lumber, leather, furniture, textiles

nonmanufacturing: retail trade, business services, health services, nongovernmental education services, other services (except legal)

The "predominantly high-wage, year-round" segment includes:

manufacturing: food, printing and publishing, chemicals, petroleum and coal, rubber and plastics, stone and glass, primary and fabricated metals, machinery, electrical equipment, transportation equipment, instruments, paper and allied products

nonmanufacturing: transportation services, utilities, wholesale trade, finance, insurance, real estate, legal services

Total private employment has grown substantially in the Stamford Standard Metropolitan Statistical Area (SMSA) and Fairfield County since 1975 (see Table II-Four). The SMSA is composed of Stamford, Greenwich, New Canaan, and Darien. The most interesting aspect of the way in which these economies have grown is the shift in the composition of employment. Total private employment grew by 17 percent in the SMSA from 1975 through 1978. The best nonmanufacturing industries also grew over this time period. But they just kept pace with the overall growth in employment, 17 percent. The secondary nonmanufacturing sector of the economy lagged behind the high-wage sector; however, it is expected that it will gain relative to the high-wage sector in the near future. Stamford can be expected to develop its retail trade during the next 5 to 10 years. In addition,

Table II - Four
Changes in Private Employment by Labor Market Segment in Stamford SMSA and Fairfield County
1972 - 1978

	Total Private Employment	Predominantly High-wage, Full-time, Year Round		Predominantly Low-wage. Part-year	
		Mfg.	Nonmfg.	Mfg.	Nonmfg.
Stamford SMSA					
Percent					
1972-1973	2	1	4		2
1973-1974	2	1	2		3
1974-1975	0	-5	2		3
1975-1976	4	2	9		3
1976-1977	7	2	11		7
1977-1978	6	2	8		7
Net Change					
1972-1973	1,900	300	700		500
1973-1974	2,200	500	400		1,100
1974-1975	-100	-1,200	300		900
1975-1976	3,600	600	1,500		1,200
1976-1977	5,500	500	2,100		2,500
1977-1978	5,100	400	1,700		2,700
Fairfield County					
Percent					
1972-1973	4	4	6	8	2
1973-1974	7	4	6	-15	5
1974-1975	-3	-9	1	-6	-1
1975-1976	-3	-4	-8	9	1
1976-1977	9	4	9	-8	8
1977-1978	6	5	5	3	8
Net Change					
1972-1973	9,987	3,329	3,228	588	1,980
1973-1974	19,527	4,043	3,381	-1,210	3,908
1974-1975	-7,734	-6,665	504	-441	-1,200
1975-1976	-7,714	-3,877	-3,382	600	885
1976-1977	23,612	3,514	5,213	-552	6,966
1977-1978	19,046	4,282	3,120	199	7,172

Sources: United States Bureau of Labor Statistics, Employment and Earnings: States and Areas (Washington, D C: U. S. Department of Labor, 1978).

Connecticut Department of Commerce, County Business Patterns, Series 1972-1978 (Hartford: Connecticut Department of Commerce, 1979).

it appears that the local service industries, those which serve primary service activities, will gain in importance. Stamford increased its office space by 42 percent from 1980 to 1981. The workers who fill those offices need to eat, have printing done, purchase gasoline, and have a place to shop. Entrepreneurs will be actively bidding to satisfy that demand during the next decade.

Three other factors are striking about these employment data. The relative decline of the importance of the manufacturing sector is striking. It is also possible that the data are understating the decline, because the headquarters activities of major manufacturing concerns may be counted as employment in manufacturing industries. The decline in manufacturing is more striking in Fairfield County as a whole. Unstable, low-wage, manufacturing industries are not major employers in the Stamford SMSA and they are becoming less important in Fairfield County as a whole. This will have important ramifications for young people who are entering the labor market. These are jobs which have traditionally allowed young people to gradually adapt to the world of work. These new workers needed little in the way of skills or training. They could also engage in erratic patterns of attendance without being severely penalized. Yet, there is more discipline and a wider range of experience available in this sector than there is in low-wage, nonmanufacturing employment.

It is also clear from this table that while Fairfield County was affected by the recession of 1975, Stamford was relatively immune. Total private employment dropped by 100 between 1974 and 1975, but after that year it accelerated markedly. The recovery was slower in Fairfield County as a whole. (It must be noted that all of southwestern Connecticut outperformed New England and the nation.)

The distribution of employment in the Stamford Labor Market Area in 1981 indicates the degree to which the economic base of the city has changed (see Table II-Five): half of all job holders are employed in high-wage, full-year

Table II - Five
The Distribution of Employment by Labor Market Segments in the Stamford Labor Market Area, November, 1981

Labor Market Segment and Industry	Number Employed	Percentage of Total Private Employment
Total Private Employment	101,370	
High-wage, full-year mfg.	26,000	.26
Food	N.A.	
Printing & Publishing	1,560	.01
Chemicals	2,960	.03
Fabricated Metals	4,320	.04
Machinery, Except Electrical	7,110	.07
Electrical Equipment	4,030	.04
Transportation Equipment	780	.01
Instruments	1,860	.02
High-wage, full-year nonmfg.	24,350	.24
Transportation and Other Public Utilities	4,350	.04
Wholesale Trade	6,240	.06
Finance, Insurance &	7,960	
Real Estate	7,960	.08
Construction	5,800	.06
Low-wage, part-year nonmfg.	45,910	.45
Retail Trade	18,450	.18
Service	27,460	.27
Federal	1,210	.01
State & Local	9,270	.09

Source: Connecticut Labor Department, Employment Security Division, Stamford Labor Market Review (Hartford: Connecticut Labor Department, 1981).

Table II - Six
The Distribution of Employment by Labor Market Segments in Stamford SMSA and Fairfield County, 1972-1978

Year	Segment		Stamford SMSA	Fairfield County
1972	Total private employment		74,800	254,162
	High-wage, full-year manufacturing	percent shares	.29	.35
	High-wage, full year nonmanufacturing		.21	.20
	Low-wage, part-year manufacturing[a]			.03
	Low-wage, part-year nonmanufacturing		.38	.30
1974	Total private employment		78,900	283,676
	High-wage, full-year manufacturing	percent shares	.28	.34
	High-wage, full-year nonmanufacturing		.21	.20
	Low-wage, part-year manufacturing			.02
	Low-wage, part-year nonmanufacturing		.38	.29
1976	Total private employment		82,400	268,228
	High-wage, full-year manufacturing	percent shares	.26	.32
	High-wage, full-year nonmanufacturing		.23	.21
	Low-wage, part-year manufacturing			.02
	Low-wage, part-year nonmanufacturing		.38	.31
1978	Total private employment		93,000	310,886
	High-wage, full-year manufacturing	percent shares	.25	.30
	High-wage, full-year nonmanufacturing		.24	.20
	Low-wage, part-year manufacturing			.02
	Low-wage, part-year nonmanufacturing		.40	.31

Source: United States Bureau of Labor Statistics, Employment and Earnings: States and Areas (Washington, D.C.: U.S. Department of Labor, 1978).

Connecticut Department of Commerce, County Business Patterns, Series 1972-1978 (Hartford: Connecticut Department of Commerce, 1979).

Note: [a] Data on this segment not available for Stamford.

industries. This is what is expected when the future is compared with those of major metropolitan areas in the United States. What is interesting, and needs further examination, is the impact the small number of manufacturing jobs will have on the local economy. The economic base of most major American cities is composed of relatively well-paying manufacturing jobs, which employ many skilled operatives. Stamford is largely lacking in these positions. This means that employment in the SMSA is not as sensitive to cyclical swings as are other major cities. Again it is stressed that the high-wage, full-year manufacturing data are probably counting some office workers in headquarter locations of industrial firms as manufacturing employees.

Table II-Six allows us to compare employment in the Stamford SMSA with employment in all of Fairfield County. The county is economically diverse. It contains four distinct employment centers: Stamford, Norwalk, Bridgeport, and Danbury, each with a different mix of industries. From 1972 to 1978 employment in Stamford grew at a faster rate than it did in the county as a whole; the difference was nearly 2 percent. Stamford has relatively fewer manufacturing jobs than does the county, 7 percent. It is also noted that desirable, nonmanufacturing employment is relatively more important to Stamford than to the county. However, one difference has always existed and continues to exist. Stamford has a relatively large share of its labor force employed in the low-wage, part-year nonmanufacturing sector, i.e., retail sales and services. The share of employment in this sector has remained remarkably stable in both the county and the SMSA over the six year period which we have examined.

Occupational Outlook

The industrial mix in a local labor market determines the occupational makeup of the labor force. In most cases, it is difficult to say what came first, the employers, who attract workers with specific skills, or a pool of existing labor which attracts employers. In Stamford's case it is fairly clear; the employers came first. Some of the labor was in place, waiting for them. To determine the mix of occupations in Stamford, and the way in which they have changed over time, Table II-Seven was constructed.

The importance of nonmanufacturing employment, both high and low-wage, is evident in the fact that together the three categories of (1) clerical workers; (2) professional, technical, and kindred workers; and (3) managers, officials, and proprietors account for half of all employment in the Stamford Labor Market Area. It is in these occupations that 60 percent of Stamford's employment growth occurred between 1974 and 1980. By contrast, transportation operatives, other operatives, and laborers represent 18 percent of the work force, and only 10 percent of employment growth.

A fairly clear picture of the demand side of the local labor market emerges by putting together information from the last two tables. The fastest growing industrial sector of the local economy is the primary nonmanufacturing sector. The fastest growing occupational category is clerical workers, followed by managers, officials, and proprietors.

Occupational Projections

This is a time of major shifts in the occupational mix of the economy. For Stamford, the transition away from manufacturing, towards clerical and technical employment, occurred earlier and more decisively than in the rest of the country. There is little chance that manufacturing employment will be an important source of new jobs in Stamford in coming years. Land is too expensive and empty space too scarce in the area to attract much new manufacturing. As the occupational distribution table shows, clerical occupations can be expected to provide an

Table II - Seven
Occupational Distribution
of Stamford Labor Market Area
1974-1980

Occupation	1974 Number Employed	1974 Percentage of Total	1980 Number Employed	1980 Percentage of Total	1974-1980 Percentage of Employment Change
TOTAL					
Professional, Technical, Kindred	16,950	.17	19,590	.17	.17
Managers, Officials, Proprietors	12,620	.13	15,250	.13	.17
Sales Workers	6,680	.07	8,250	.07	.10
Clerical Workers	18,430	.19	22,330	.19	.25
Crafts and Kindred Workers	12,560	.13	14,430	.13	.12
Operatives, Except Transport	11,550	.12	12,580	.11	.07
Transport Operatives	2,760	.03	3,250	.03	.03
Service Workers	12,060	.12	13,300	.12	.08
Laborers, Except Farm	4,220	.04	4,570	.04	.02

Source: Connecticut Labor Department, Employment Security Division, Annual Planning Information, Fiscal Year 1982: Stamford Labor Market Area (Hartford: Connecticut Department of Labor, 1982).

even greater proportion of job growth between now and 1985 than they did during the 1970s (see Table II-Eight). Professional and technical occupations will continue to contribute a hefty 17 percent of new jobs. Service jobs may grow at a somewhat faster rate in the eighties, while crafts and kindred workers may drop to only 9 percent of total job growth.[10]

It is expected that the rate of growth in Stamford's economy will begin to decline for several reasons. The labor pool is operating at or near capacity. Any new firms would be bidding on a fairly fixed pool of labor. It appears that the greatest set of constraints which exist on the labor market come from other markets, housing and land. Stamford is no longer competing with midtown Manhattan for employers. It is competing with central New Jersey and the Danbury to Waterbury belt of towns in Connecticut.

The greatest growth in employment has been in the clerical occupations. These people need to find housing, and for new entrants to the labor force, the trade-offs between wages, housing, and commuting costs are very real.

The projection in another area states that the next spurt in local employment will come from the low-wage, unstable, nonmanufacturing sector of the economy. Employees in this sector are primarily sales and service workers. In 1980, 18 percent of the jobs in Stamford were in these categories. The Connecticut Department of Labor feels that 20 percent of the employment growth will be in these occupations. The assessment here is that it might be higher.

A Word of Caution

It is very difficult to forecast what the economy will look like in the

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[10] The Connecticut Labor Department prepared the projections of 1985 employment by occupation in the Stamford Labor Market Area to which we referred. The figures are apparently based on estimates of employment by industry for the state, adjusted by the Department's labor market analysts to local trends. The results suggest essentially a straight line projection, based on the assumption that current trends in Stamford will continue at roughly the same pace.

Table II - Eight

Projected Occupational Distribution of Stamford Labor Market Area, 1985

Occupation	1985 Number Employed	1985 Percentage of Total	1980-1985 Percentage of Employment Change
Total	123,960		
Professional, Technical, Kindred	21,210	.17	.17
Managers, Officials, Proprietors	16,640	.13	.14
Sales Workers	9,140	.07	.09
Clerical Workers	15,090	.20	.28
Crafts and Kindred Workers	15,320	.12	.09
Operatives, Except Transport	13,090	.10	.05
Transport Operatives	2,480	.03	.02
Service Workers	14,380	.12	.11
Laborers, Except Farm	4,970	.04	.04

Source: Connecticut Department of Labor, Employment Security Division, Annual Planning Information, Fiscal Year 1982: Stamford Labor Market Area (Hartford: Connecticut Department of Labor, 1982).

long term and 5 to 10 year projections are long term projections. There are several external events that must be reviewed with caution when making some specific forecasts more than eight quarters in the future. First, interest rates are very unstable and it is difficult to determine what corporate investment decisions will be over the long term. Secondly, office technology is being revolutionized and it is not known with any degree of certainty what skills the jobs of the future will demand. Finally, the local economy is too open; most of the important locational decisions and the events which change the economic environment occur outside of the local economy. It is safer to speak only about general trends.

General Trends

Stamford will be an office center and it will develop a richer tableau of local service employment. The local labor market will continue to demand a large number of well trained clerical workers and it will have a huge demand for technicians who can install, fix, and program office automation equipment. There will also be increased demand for essentially unskilled service workers. Growth will slow in the overall economy. Blue collar employment will continue its decline in absolute numbers. The greatest constraint which will confront employers in Stamford will be in the labor market. They will find it increasingly difficult to attract and retain reasonably priced clerical help. There will be a hue and cry about the problem, but it will be a by-product of a bottleneck in another market, the housing market. These workers will be able to find employment in the new growth center of Connecticut, I-84 between Danbury and Waterbury. This is an area with lower housing prices and shorter commutes than they will face in Stamford during the next decade.

Education and the Tiered Labor Market

There are three labor markets in Stamford. The highest is for managers and professionals in the stable, high-wage, nonmanufacturing industries. These positions are filled after the firm engages in a nationwide, and sometimes worldwide, search. A local resident cannot compete for these positions unless he or she has earned the proper credentials and has the requisite amount of experience. The second labor market is local. This is for those jobs in the primary labor market, both nonmanufacturing and manufacturing, which demand stable, mature employees. There are often credential barriers, but they are more easily crossed. Unfortunately, the manufacturing jobs are rapidly disappearing. The third is for the secondary labor market. This is a market where the jobs do not demand a great amount of skill; there are no promotional ladders; and on-the-job training is not important. These jobs will grow in Stamford in the next decade.

A new challenge to the school system is to provide resources so that those whose first experience in the world of work is in the secondary labor market are not trapped there. This is important to the workers, as individuals, and to the local economy. Traditionally, young workers could pick up new skills on the job which would lead to an improved set of employment opportunities. This was especially true for young males entering manufacturing plants. Today, basic education and literacy are crucial to success in the labor market and it will become more so as time passes. The role of on-the-job training is diminished in an office environment.

It is feared that young adults who enter the secondary labor market will not have the skills or experience to move into the primary market. Young people need a chance to acquire basic job skills, training, and sometimes to be reeducated once they have matured. The system of post-secondary education may not meet the needs of someone who needs skills rather than a diploma.

The program is one which would fill the training void that was created in Stamford's economy with the demise of secondary manufacturing employment.

Such a program would be useful to the local labor market because it will help to alleviate a bottleneck which will arise within the next five years. This will be a shortage of skilled clerical help, bookkeepers, and computer operators. The school system will have to take people from the counters of fast food restaurants and put them behind desks. In Volume III, the influences of the labor market on the future of the public education system in Stamford is examined more intensively.

III. FISCAL POLICY ANALYSIS

In order to plan for an urban service delivery system like education, it is critical that the fiscal environment in which that system operates is understood. All existing activities of that system and planned changes to that system have costs that must be borne by someone.

It is the purpose of this section to examine the current state of Stamford's fiscal affairs, particularly, as it relates to education. This section will examine both the revenue and expenditure sides of the current municipal budget, compare the budget to those of other municipalities in the region, and analyze how the budget has changed over time.

Revenues

The level of revenue raised to support the FY 1982 Stamford General Fund Budget is $133,257,245 (see Table III - One). Not included in these revenues are categorical grant funds received by the city and the Board of Education; they are treated as additional appropriations.

These revenues are received from three sources. The majority of the revenue, 89 percent, is raised primarily through local property taxes. Another 9 percent of the revenues come from general state aid funds, about half of which are related to educational spending. The final 2 percent of the current revenues come from federal aid and other sources, mainly from the federal revenue sharing program.

Stamford's heavy reliance on local revenues to support the municipal budget is typical of the region's municipalities. Other than Norwalk, which derives 80 percent of its revenues from local sources, all the municipalities depend on local sources for at least 88 percent of their budget support. New Canaan gets 95 percent of its revenues from local sources. By contrast, the average municipal budget in Connecticut depends on local sources for only 75 percent of its revenues.

Over the past five years (see Table III - Two), support of Stamford's municipal budget by local sources has grown. In FY 1977, local sources accounted for 84.7 percent of all revenues as compared to 89.0 percent of all revenues in FY 1982. The proportionate increase in the share of the budget supported by local revenues, between FY 1977 and FY 1982, was 5.1 percent. Similarly, the proportionate decrease in state and federal shares of the budget was 30.7 percent and 15.0 percent respectively.

It should be noted that local, state, and federal revenues all increased in absolute dollar terms over this period of time. However, state and federal support did not increase nearly as quickly as the budget as a whole did. In fact, it might be argued that state and federal support for Stamford actually fell during this period, since their rate of absolute dollar increased support (state 11.7 percent, federal 38.0 percent) did not match the region's rate of inflation, which as measured by the U.S. Bureau of Labor Statistics - Consumer Price Index, increased 48 percent during that five year span.

Finally, while state aid to Stamford increased 11.7 percent in absolute dollars between FY 1977 and FY 1982, Connecticut's total state aid to all municipalities rose by 75.4 percent during the same period of time.[1] Much of this additional funding has been distributed through a formula intended to equalize educational opportunity throughout the state which minimizes increases in state aid to Stamford and other "wealthy communities." This trend will very probably

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[1] Connecticut Public Expenditure Council, *Connecticut Municipal Budgets, 1981-82* (Hartford: Connecticut Public Expenditure Council, 1982), 8 and Connecticut Public Expenditure Council, *Municipal Budgets in Connecticut, 1976-1977* (Hartford: Connecticut Public Expenditure Council, 1977),5.

Table III - One

Southwestern Connecticut Municipalities General Fund by Revenue Source for Fiscal Year 1982

Municipality	Total FY 1982 Municipal Budget Revenues $	Revenues from Local Sources		Revenues from State Aid		Revenues from Federal and Other Sources	
		$ (in 000's)	% of Total	$ (in 000's)	% of Total	$ (in 000's)	% of Total
Stamford	133,257,245	18,636,146	89.0	11,954,207	9.0	2,656,892	2.0
Darien	19,986,547	18,444,724	92.3	1,541,823	7.7	0	0
Greenwich	72,592,106	63,978,463	88.1	7,763,485	10.7	850,158	1.2
New Canaan	20,681,972	19,644,060	95.0	1,031,632	5.0	6,280	0
Norwalk	79,414,823	63,646,472	80.1	14,554,351	18.3	1,214,000	1.5
Weston	10,242,355	9,390,741	91.7	851,603	8.3	0	0
Westport	35,739,078	31,840,754	89.1	3,898,324	10.9	0	0
Wilton	16,653,761	15,714,000	94.4	939,256	5.6	0	0
Statewide			74.8		21.3		3.8

Source: Connecticut Public Expenditures Council, Connecticut Municipal Budgets 1981-1982 (Hartford: Connecticut Public Expenditure Council, 1982).

Table III - Two

Stamford's General Fund by Revenue Source for Fiscal Year 1977 and Fiscal Year 1982

Source of Revenue	FY 1977 Stamford Budget Revenues		FY 1981 Stamford Budget Revenues		% of Change	
	$	% of Total	$	% of Total	Of Dollars	Of % of Total[a]
Local	69,994,258	84.7	118,646,146	89.0	69.5	5.1
State Aid	10,701,822	13.0	11,954,207	9.0	11.7	(30.7)
Federal and Other Sources	1,924,140	2.3	2,656,892	2.0	38.0	(15.0)
TOTAL	82,620,220	100.0	133,257,245	100.0	61.3	0

Sources: Connecticut Public Expenditure Council, Municipal Budgets in Connecticut, 1976-77 (Hartford: Connecticut Public Expenditure Council, 1977).

Connecticut Public Expenditure Council, Connecticut Municipal Budgets, 1981-82 (Hartford: Connecticut Public Expenditure Council, 1982)

Note: [a] "% of Change of % of Total" is developed by subtracting the FY '77 "% of total" from the corresponding FY '82 "% of total." The result is then divided by the FY '77 "% of total."

continue in the future.

Expenditures

In FY 1982, Stamford has budgeted for expenditures of $133,257,245. This represents estimated per capita of $1,301 (see Table III - Three).

Stamford's per capita expenditures are somewhat higher than neighboring municipalities. This is in part due to the large contingency appropriation included in the budget ($6,400,000).

The portion of the Stamford budget spent on schools is considerably less than the rest of the region except for Norwalk. This is in large part due to the need for more and costlier services for Stamford's larger and more diverse population, as well as the fact that school children represent a smaller portion of Stamford's total population than they do in other municipalities. Stamford's per pupil costs are slightly higher than the per pupil costs in the surrounding communities.

In examining the FY 1982 budget by expenditure category (see Table III - Four), schools, not surprisingly, are the city's largest expense. Schools represent 37.1 percent of total budgeted costs.

Other municipal services represent 35.7 percent of all planned spending. Debt service accounts for 11.6 percent of expenditures and fringe benefits for 8.8 percent of expenditures.

All other expendable funds, $9,515,124, represent 6.8 percent of the total budget. This category includes a $6,400,000 contingency fund and $2,969,682 for both city and school capital expenses.

Over the past five years, the school operations budget has increased 43.6 percent in absolute dollar terms. This increase is less than the level of inflation for the same period and far less than the total Stamford budget increase of 61.3 percent. Further, the portion of the budget spent on school operations

Table III - Three

Financial Characteristics of Southwestern Connecticut Municipalities for Fiscal Year 1982

Municipality	Total Budgeted Municipal Expenditures $	Total Budget Per Capita $	% of Budget Designated For School Operations	Approximate Per Pupil Costs $	1980-81 Equalized Mill Rate
Stamford	133,257,245	1301	37.1	3325	18.1
Darien	19,986,547	1058	65.0	3221	11.4
Greenwich	72,592,106	1218	37.6	3183	9.4
New Canaan	20,681,972	1153	53.5	3021	12.3
Norwalk	79,414,823	1021	40.3	2574	17.5
Weston	10,242,344	1236	61.0	3175	16.2
Westport	35,739,078	1413	50.5	3444	25.9
Wilton	16,653,761	1085	65.0	3030	13.5

Source: Connecticut Public Expenditure Council, Connecticut Municipal Budgets, 1981-1982 (Hartford: Connecticut Public Expenditure Council, 1982).

Notes: "Approximate Per Pupil Costs" were developed by dividing FY '82 Budgeted School Expenditures by the public school enrollment for 1980-81

Table III - Four

Stamford's Budgeted Expenditures for Fiscal Year 1977 and Fiscal Year 1982

Expenditure Category	Budgeted FY 1977		Budgeted FY 1982		Rate of Change	
	$	% of Total	$	% of Total	Of Dollars	Of % of Total
School Operational Costs	34,441,870	41.7	49,449,368	37.1	43.6	(9.6)
Municipal Non-School Operational Costs	26,627,027	32.2	47,597,021	35.7	78.8	10.9
All Debt	14,044,545	17.0	15,529,845	11.6	10.6	(31.7)
All Fringe Benefits	5,791,230	7.0	11,665,887	8.8	100.4	25.7
All Other	1,715,548	2.1	9,015,124	6.8	425.5	223.8
TOTAL	82.620,220	100.0	133,257,245	100.0	61.3	-

Sources: Connecticut Public Expenditure Council, Municipal Budgets in Connecticut, 1976-77 (Hartford: Connecticut Public Expenditure Council, 1977) and City of Stamford, Connecticut, Mayor's Operating and Capital Projects Budgets, Fiscal 1981-1982, as Adopted (Stamford: City of Stamford).

Notes: [a] FY '77 "All Other" category corresponds to CPEC "Miscellaneous" category.

[b] FY '82 "All Other" category includes Stamford's "Capital and Non-Recurring Expenditures," "Net 79/80 Additional App." and "Bd. of Finance Reserve for 1980/81 Additional App." categories.

[c] "% of Change of % of Total" is developed by subtracting the FY '77 "% of total" from corresponding "% of total." The result is then divided by the FY '77 "% of total."

proportionately decreased by 9.6 percent.

In contrast, the municipal services budget rose 78.8 percent from FY 1977 to FY 1982. The increase far exceeds the rate of inflation as well as the rate of increase for the total budget. The contrast would be even greater if fringe benefit costs, which doubled over these years, were attributed either in proportion or total to the city services budgets.

During the period of FY 1977 to FY 1982, the city's total population decreased and the schools' student population decreased, thereby causing the per person costs of municipal and school services to increase at different rates than their total budgets increased.

Comparison of FY 1982 operating costs per student to those for FY 1977 shows an increase per person of 87.6 percent (see Table III - Five). A similar comparison of municipal operating costs results in a larger per person cost increase of 89.5 percent.

This comparison is somewhat misleading. First, as indicated, certain municipal operating costs may be contained in other budget expenditure categories. Second, the comparison assumes that both municipal services and school services were comparably funded in FY 1977.

It is difficult to assess the appropriateness of FY 1977 funding levels in FY 1982. However, most of both budgets are personnel costs.

In FY 1977, the average salary for municipal workers was $17,372. The average salary of school workers was $14,157. Although part of this difference may be attributable to the schools' wider use of part-time employees, the difference in the two salary levels is significant. Given the occupational range in both municipal service and school service, the average salary should be about the same.

This comparison implies that the level of school funding in 1977 may have been inappropriately low. If that is the case, then the true rate of increase of per student cost is lower than represented.

Table III - Five

Person Costs Comparison of Stamford's Educational and Municipal Services for Fiscal Year 1977 and Fiscal Year 1982

Budget Expense Category	Fiscal Year 1977 $	Fiscal Year 1982 $	% Increase
School Operations Costs per Student	1860.31	3,489.96	87.6
Governmental Non-School Operations Costs per Citizen	245.41	464.51	89.3
TOTAL BUDGET	82,620,220	133,257,245	61.3

Sources: Connecticut Public Expenditure Council, Municipal Budgets in Connecticut, 1976-77 (Hartford: Connecticut Public Expenditure Council, 1977).

Connecticut Public Expenditure Council, Connecticut Municipal Budgets, 1981-82 (Hartford: Connecticut Public Expenditure Council, 1982).

City of Stamford, Connecticut, Mayor's Operating and Capital Projects Budgets Fiscal 1981-1982, as Adopted (Stamford: City of Stamford).

Stamford School Department, Office of Research and Development, 1982

Volume II, Part II

THE PHYSICAL POLICY ENVIRONMENT

I. LAND USE

In this chapter the physical environment of Stamford is examined to assist in predicting changes in its demographic characteristics and its housing distribution which affect the formulation of future educational policies. Four aspects of the city's physical environment are studied: land use, open lands, transportation, and environmental issues. In each category, existing conditions and trends were analyzed and an assessment was made as to its importance in the future of the Stamford Public Schools.

Due to time constraints this examination was limited by several factors. These are the inability to isolate the influence of trends in the regional metropolitan New York area on Stamford; the inadequacy of in-migration data; the unpredictable influence of potential changes in federal and state policies; the lack of feeling for citywide public concerns, such as protecting the environment or providing for low and moderate income housing opportunities; and the lack of consistent data on detailed land use and vacant land.

Existing Conditions

Land use. As indicated in Part I of this volume, Stamford is a mature urban center which has experienced a decline in its population during the last decade. During this same period, its land has undergone increasingly intensive development. The downtown has been the target of massive redevelopment, i.e., dilapidated housing has been replaced and a traffic loop, theaters, a hotel, corporate facilities, and public facilities have been constructed.

The city's existing land use pattern follows the present zoning pattern rather closely (see Tables I - One and I - Two for predominent land use and

Table I - One

Summary of Predominant Land Use and Zoning by Study Neighborhoods, 1977

STUDY NEIGHBORHOOD	PREDOMINANT LAND USE	PREDOMINANT ZONING
1. Downtown	commercial/business/ office	CC-N Central City North[a]
2. Ridgeway - Bulls Head	single- and multi-family/open space	R-10 One Family
3. Glenbrook - Bell Town	single- and multi-family	R-5 Multiple Family R-7½ One Family
4. East Side-Cove	single- and multi-family/open space	R-5 Multiple Family R-10 One Family
5. Shippan Point	single family	R-10 One Family R-20 One Family
6. Waterside - South End	multi-family/industry	M-G General Industry
7. West Side	single- and multi-family/light industry	R-MF Multiple Family M-L Light Industry
8. Westover Road - Cedar Heights	single-family	RA-1 One Family R-10 One Family R-20 One Family
9. Newfield-Springdale	single-family	RA-1 One Family R-7½ One Family
10. North Stamford	single-family	RA-1 One Family RA-2 One Family

Source: Stamford Planning Department, 1977 Master Plan (Stamford: Stamford Planning Department, 1977).

Note: [a] CC-N Central City North District allows the typical downtown uses (e.g., professional and medical offices, retail, commercial, etc.).

Table I - Two

Summary of Predominant Land Use and Zoning by Study Neighborhoods, 1981

STUDY NEIGHBORHOOD	PREDOMINANT LAND USES	PREDOMINANT ZONING
Mid-City	commercial/business/retail/single- and multi-family/open space	CC-N Central City North [a] R-10 One Family
Glenbrook	single- and multi-family	R-5 Multiple Family R-7½ One Family
East Side - Cove	single- and multi-family/open space	R-5 Multiple Family R-10 One Family
Shippan	single-family	R-10 One Family R-20 One Family
Waterside	multi-family/industry	MG General Industrial
South End	multi-family/industry	MG General Industrial
West Side	single- and multi-family/light industry	R-MF Multiple Family M-L Light Industrial
Westover	single-family	RA-1 One Family R-20 One Family
TOR/Newfield	single-family	RA-1 One Family R-10 One Family R-20 One Family
Springdale	single-family	R-7½ One Family M-G General Industrial
North Stamford	single-family	RA-1 One Family RA-2 One Family

Source: Stamford Planning Department, 1981 Master Plan Amendments (Stamford: Stamford Planning Department, 1981).

Note: [a] CC-N Central City North District allows typical downtown uses (e.g., professional and medical offices, retail, commercial, etc.)

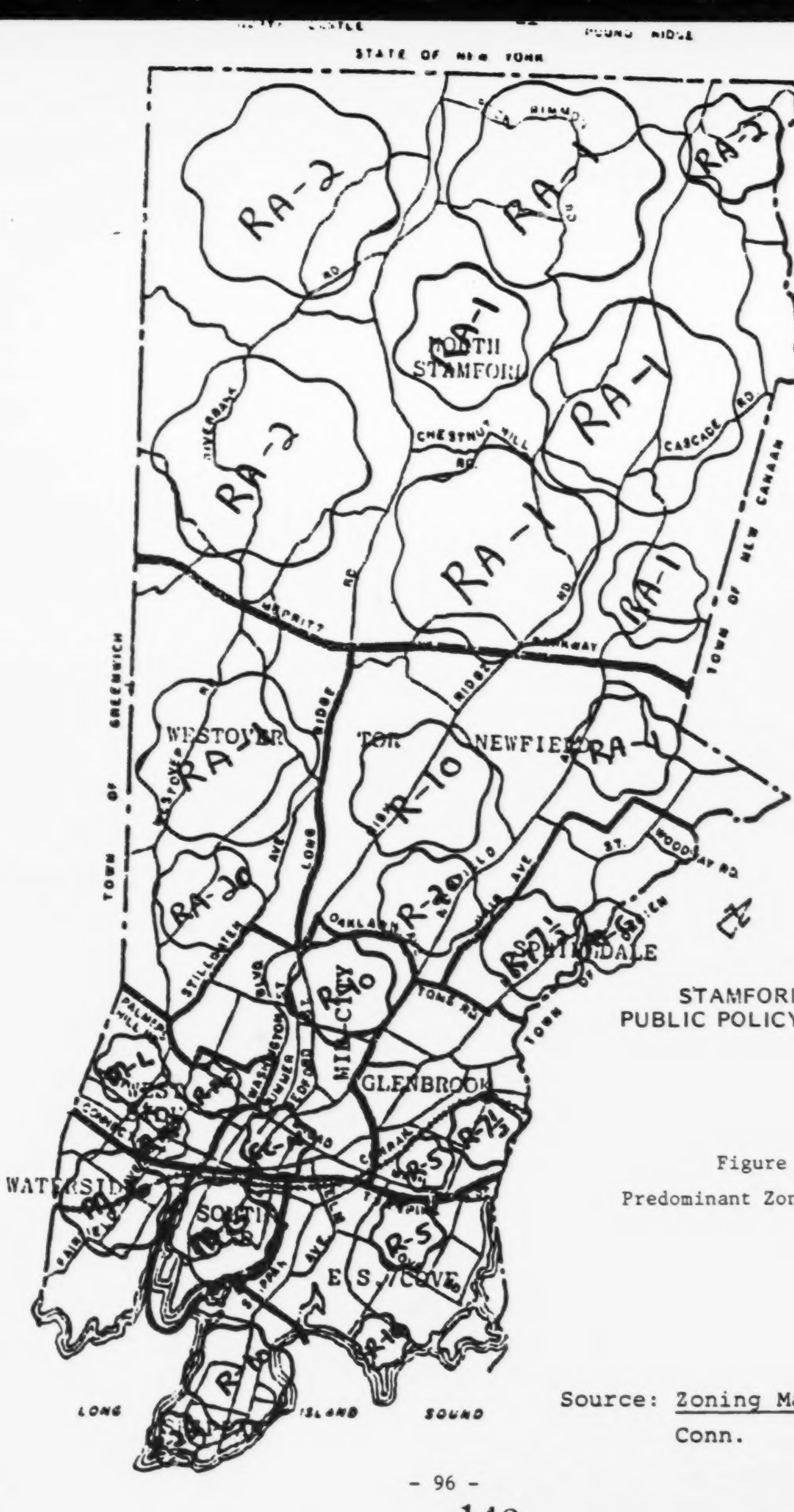
POUND RIDGE
STATE OF NEW YORK
RA-2
RA-1
RA-2
RA-1
NORTH STAMFORD
RA-1
RA-2
CHESTNUT HILL RD
CASCADE RD
RA-1
RA-1
TOWN OF NEW CANAAN
TOWN OF GREENWICH
MERRITT PARKWAY
LONG RIDGE
HIGH RIDGE
WESTOVER
RA-1
TOR
R-10
NEWFIELD
RA-1
RA-20
R-20
WOODWAY RD
OAKLAWN
SPRINGDALE
R-7½
R-5
TOWN OF DARIEN
STILLWATER
TOMS RD
CITY
R-10
GLENBROOK
WASHINGTON BLVD
WATERSIDE
SOUTH END
R-5
R-7½
R-5
E.S. COVE
SHIPPAN AVE
LONG ISLAND SOUND

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Figure I - One
Predominant Zoning in Stamford

Source: Zoning Map, Stamford, Conn.

zoning by 1977 and 1981 Planning Districts). Since 1977, there have been several amendments to the zoning ordinance which have had the effect of decreasing land zoned for manufacturing and increasing land zoned for multifamily dwellings. The proposed amendments to the present zoning ordinance cause little change in the relationship of various land uses, except that again the residential and commercial share of land use is increased at the expense of industry.

The existing zoning of Stamford is characterized by a multiplicity of districts which reflect the multifaceted nature of the community. The nine residential districts range in density from one-half unit to 60 units per acre (see Figure I - One). The highest density residential districts are in or adjacent to the downtown; the lowest, north of the Merritt Parkway where the lack of public sewers and limited water service preclude high density development. In 1980, Stamford had a density of over 2,600 persons per square mile or just over 4 persons per acre. Although this figure is not high, it is second only to Norwalk in the southwestern region of Connecticut.

Residential development is allowed in all but 3 of 13 non-residential districts. Present zoning permits densities of up to 96 families per acre in the commercial (CC-N) district.

Activity corridors exist along major arteries and potentially at points along the waterways. Industry is centered primarily between the railroad and the Noroton River, south of the Connecticut Turnpike. The turnpike and the railroad bed, which is parallel to it, serve as the major physical boundary between downtown and South Stamford.

Except for industrial use along the West Branch Channel, the waterfront land is devoted to residential or recreational use. The north-south development and vehicular corridors are between the ridges which run north and south. East-west connections are poor.

There are many large public and semi-public holdings, including the Bridgeport Diocese, areas held by the state of Connecticut, the Bartlett Arboretum, golf courses, the Stamford Museum, the Stamford Water Company, the Greenwich Watershed Company, cemeteries, and large waterside parks. These lands are relatively secure, although they may be diverted to urban use.[1]

This is not true of the 1,155 acres of land in North Stamford which are in estate use. Due to high maintenance costs and taxation, estates are being developed as condominiums throughout the region or given to nonprofit institutions. It must be anticipated that in time this will happen in North Stamford.

Open land. The 1977 Master Plan classified 27 percent of Stamford's land as vacant.[2] If it were used to the maximum of its developmental capacity, and if under-utilized land were developed, the ultimate total population of the city based on the 1977 zoning would have been 161,000 (referred to in the plan as "holding capacity").[3] Since 1977, the amount of vacant land has been reduced by new construction and public acquisition. It is now estimated at less than 4,000 acres. (See Figures I - Two to I - Four for the change in amount and the location of vacant land in Stamford from 1950 to 1980.)

Most of the significant open space is in North Stamford, where it is subject to limitations for intensive development by environmental characteristics or the lack of public utilities now or in the foreseeable future. There are also small parcels, usually of one lot each, scattered throughout the city. These can be built upon at a small scale.

---

[1] Jon Smith, Planning and Zoning Director, interview, June 10, 1982.

[2] In 1974, there were 6,430 acres of vacant land being developed at an average rate of 300 acres per year.

[3] This estimate was determined by subtracting an average of 300 acres per year from the vacant land figure for 1974.

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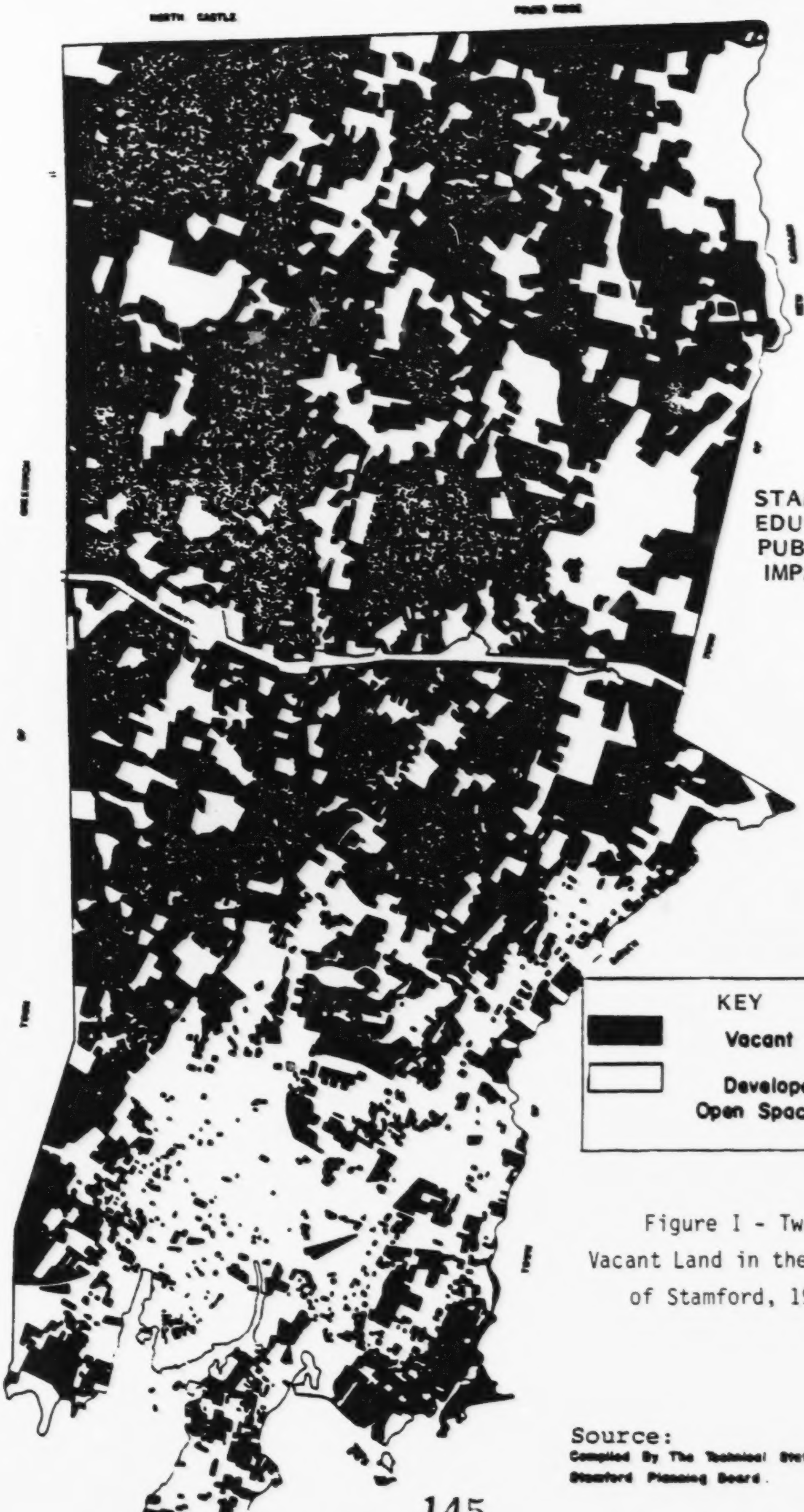
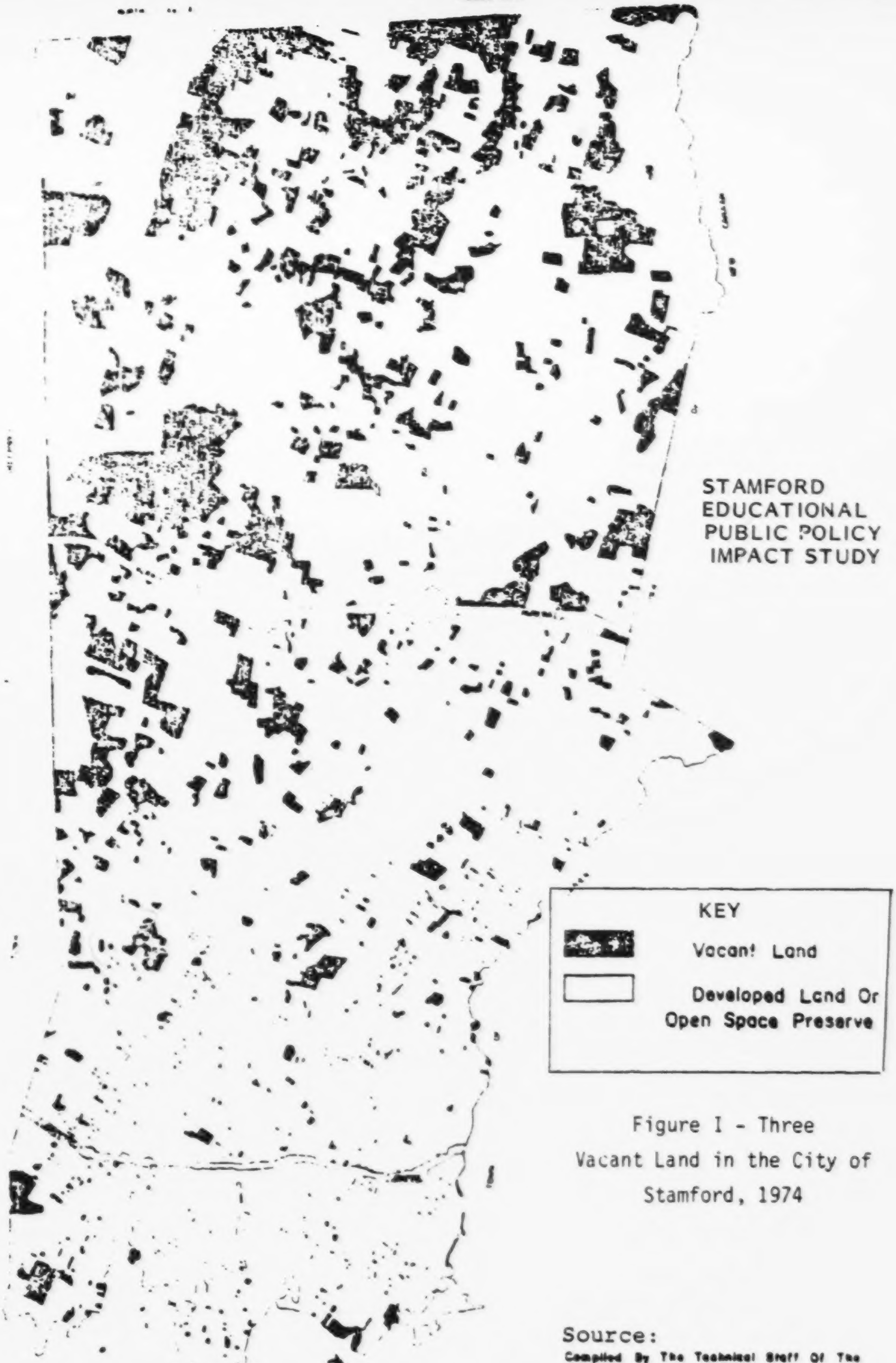

NORTH CASTLE
POUND RIDGE
KEY
Vacant Land
Developed Land Or Open Space Preserve

Figure I - Two
Vacant Land in the City
of Stamford, 1950

Source:
Compiled By The Technical Staff Of The Stamford Planning Board.


KEY
Vacant Land
Developed Land Or Open Space Preserve

STAMFORD
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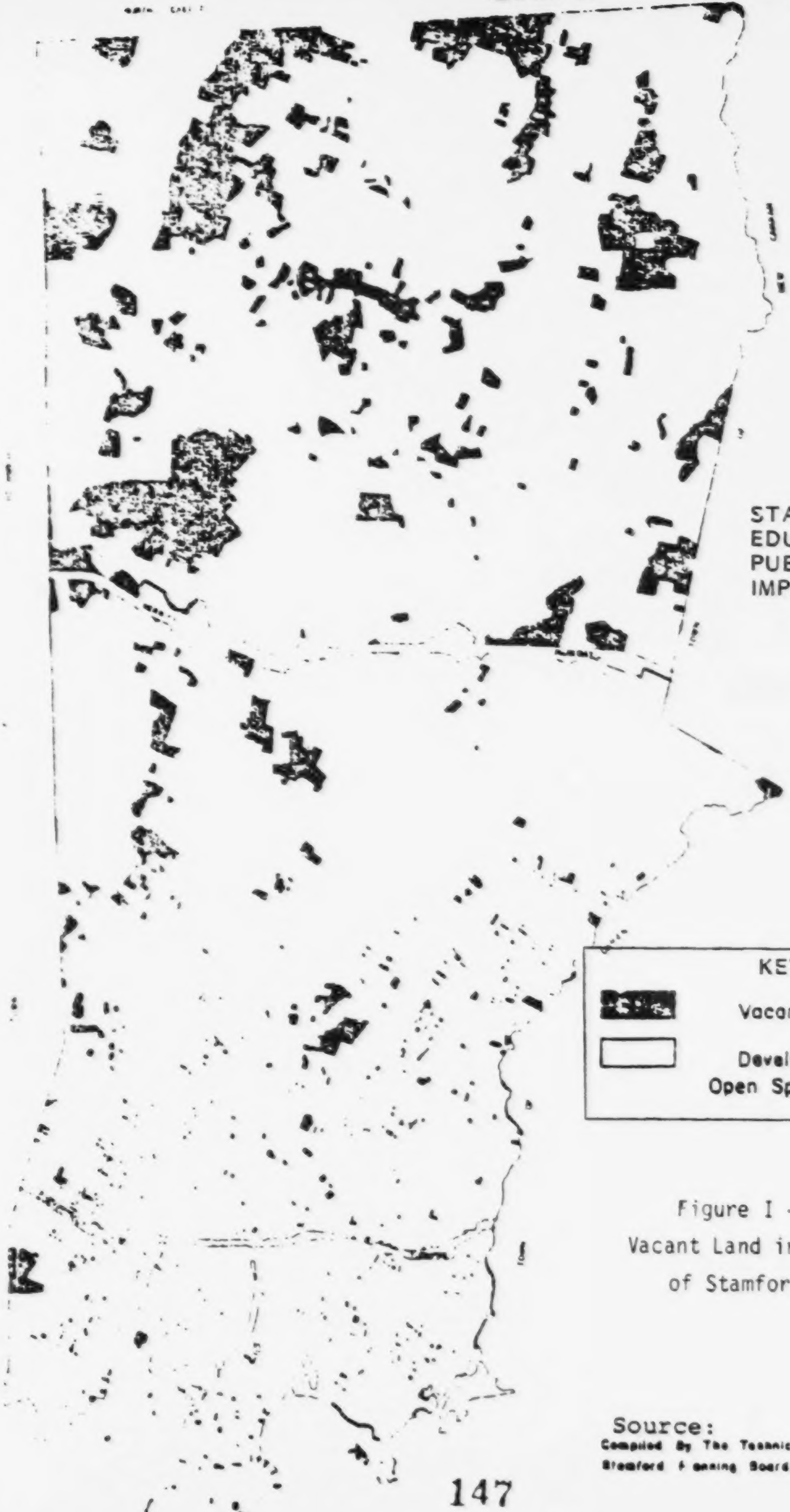
Figure I - Three
Vacant Land in the City of
Stamford, 1974

Source:
Compiled By The Technical Staff Of The Stamford Planning Board.



STAMFORD
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KEY

▨ Vacant Land

☐ Developed Land Or Open Space Preserve

Figure I - Four
Vacant Land in the City
of Stamford, 1980

Source:
Compiled By The Technical Staff Of The Stamford Planning Board

For the most part, the vacant land is environmentally sensitive. Much of it is classified as wetlands, floodplain, shore land, steep slopes, aquifers, watershed, forests, or land with severe soil conditions. (See Figures I - Five and I - Six, which have been generalized from the state of Connecticut's maps based on the Proposed Plan of Conservation and Development for the specific location of these environmentally sensitive areas.)

The open land in North Stamford is essentially nonbuildable for urban purposes, i.e., high or medium density due to the present lack of sewers and the absence of plans to install them in the future. Continued development in this area will be low density, high quality single family dwellings.

In 1977, in addition to the vacant land identified perviously, 6 percent of the area in Stamford was devoted to parks and 13 percent to public and semipublic uses. Only the Stamford Water Company holdings were considered susceptible to use. Although there is still speculation that these lands may be sold because a new filtration plant is being constructed, disposal of watershed protection lands runs counter to wise land management and environmental concerns.

Many of the large private holdings of open space in North Stamford are held under the tax benefits of P.A. 490, which reduces the likelihood of development. Chapter 490, 1963, provides for the designation of land as forest, farmland, or open space in return for a reduced assessment.

The paucity of buildable vacant land places tremendous pressure on it and on marginal land uses which can advantageously be redeveloped. For planning purposes, the existing vacant land is not significant as it is primarily in small, isolated parcels of 3,500 - 4,000 acres. Of far greater significance is the re-use potential.

Transportation. Local traffic is a problem in Stamford. Every planning neighborhood has traffic problems and congestion, if only at rush hours and

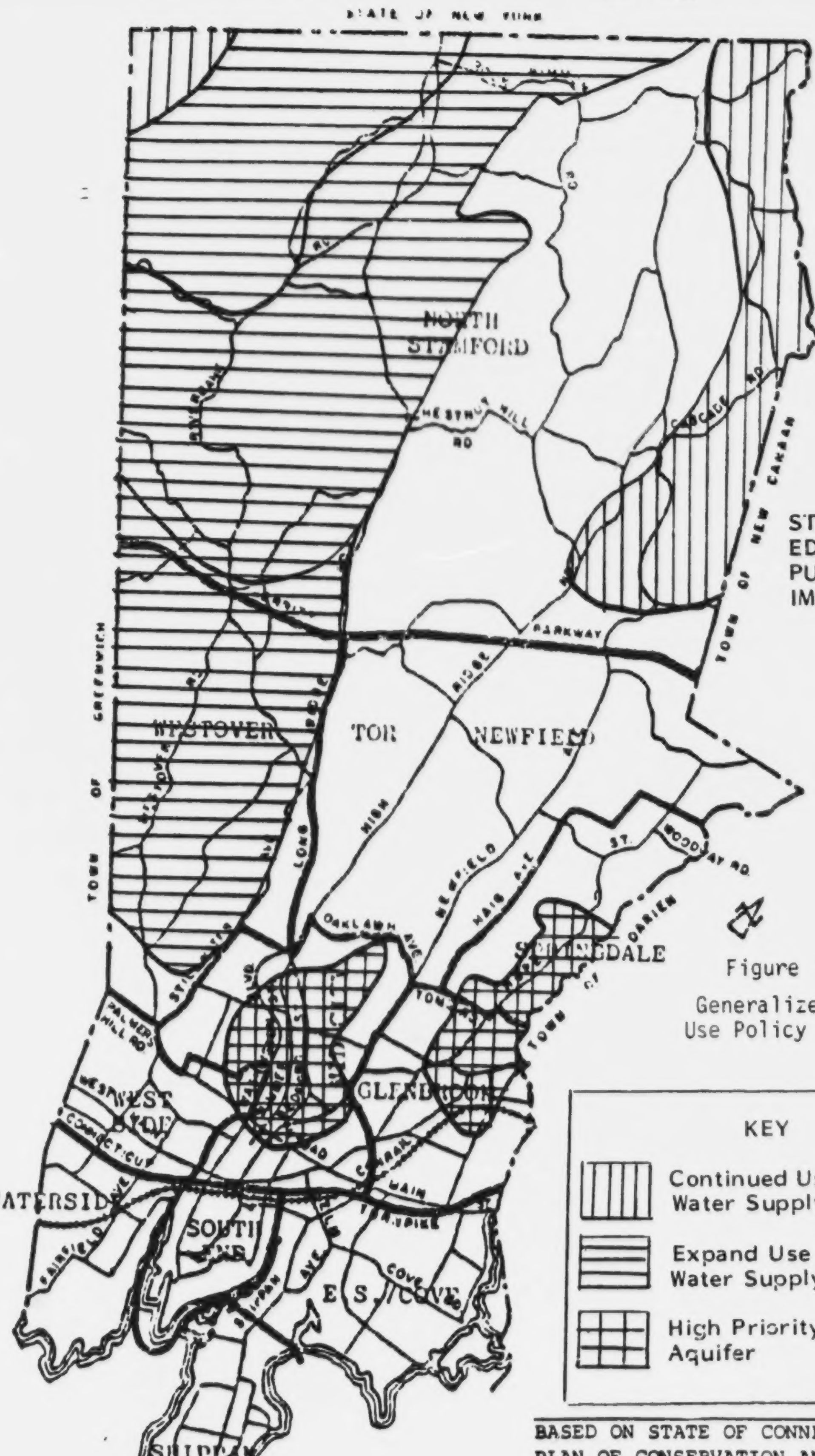
NORTH CASTLE
POUND RIDGE
STATE OF NEW YORK
NORTH STAMFORD
CHESTNUT HILL RD
CASCADE RD
TOWN OF NEW CANAAN
PARKWAY
TOWN OF GREENWICH
WESTOVER
TOR
NEWFIELD
HIGH RIDGE
LONG RIDGE
OAKLAWN AVE
NEWFIELD
HAIG AVE
WOODWAY RD
SPRINGDALE
TOWN OF DARIEN
PALMERS HILL RD
WEST SIDE
GLENBROOK
CONNECTICUT
CENTRAL
MAIN
TURNPIKE
WATERSIDE
FAIRFIELD AVE
SOUTH END
SHIPPAN AVE
COVE
E.S./COVE
SHIPPAN

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Figure I - Five

Generalized Map of Water Use Policy in Stamford

KEY

- ▥ Continued Use of Water Supply Watershed
- ▤ Expand Use of Water Supply Watershed
- ▦ High Priority Aquifer

BASED ON STATE OF CONNECTICUT PROPOSED PLAN OF CONSERVATION AND DEVELOPMENT

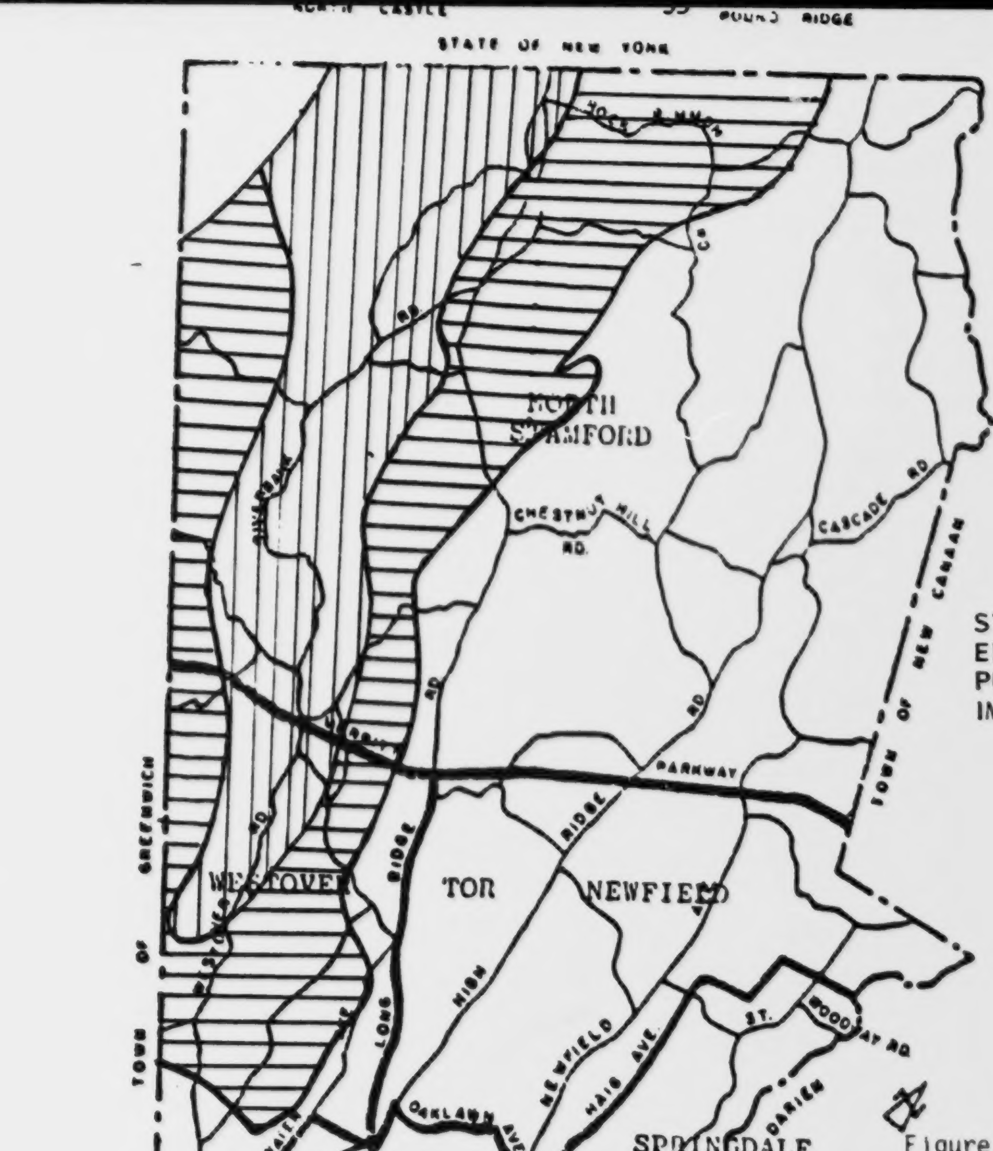
NORTH CASTLE
POUND RIDGE
STATE OF NEW YORK
NORTH STAMFORD
CHESTNUT HILL RD.
CASCADE RD
TOWN OF NEW CANAAN
PARKWAY
TOWN OF GREENWICH
WESTOVER
TOR
NEWFIELD
LONG RIDGE RD
HIGH RIDGE RD
NEWFIELD AVE
HAIG AVE
WOODWAY RD
OAKLAWN AVE
SPRINGDALE
TOWN OF DARIEN
TOMS RD
STILLWATER
MID-CITY
GLENBROOK
WEST SIDE
CONNECTICUT
BROAD
MAIN
TURNPIKE
WATERSIDE
SOUTH END
E.S./COVE
COVE RD
SHIPPAN
LONG ISLAND SOUND

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Figure I - Six

Generalized Map of Conservation Areas in Stamford

KEY
WATERSHED AREA
SCENIC RIDGE OR VALLEY

Note: **BASED ON STATE OF CONNECTICUT PROPOSED PLAN OF CONSERVATION AND DEVELOPMENT** on major arteries. Car ownership has increased in the city and major generators are using the streets, e.g., the intensive downtown development has seriously overcrowded the loop highway system.

This problem is being compounded by the construction of major generators of additional traffic. The Traffic Department estimates that there are ten million square feet of new office and hotel space planned or under construction, compared to a proposed estimate of a 3.5 million limit by the 1981 Master Plan Amendment and an estimate of 6 million square feet by 1986 by the South Western Regional Planning Agency.[4] This intensification of land use will create further pressure on streets, buses, and sidewalks. In addition, it may interfere with school transportation. The transit dependent (i.e., the elderly, the very young, the handicapped, and the poor) are primarily in the downtown area and are served by bus. However, as jobs are moved to fringe areas, they will not be served.[5]

Presently, 64.3 percent of the people working in Stamford come from the South Western Region. The majority of these commuters come from Stamford[6], the next greatest percentage from other areas in Connecticut, and the smallest percentage from New York and New Jersey. The figure is a major increase from the estimate of 45.1 percent of the employed who commuted to Stamford.[7]

Commuting service by rail is available and can be expected to increase as downtown employment rises. The 1977 Master Plan predicted a four-fold increase in patrons between 1974 and 1990.

---

[4] The Master Plan figure of 3.5 has now been amended to 5 million square feet, an increase of 1.5 million or potentially of 6,000 more jobs.

[5] Present bus schedules are subject to change, as bus management tends to react to demand and the economy. Further, it is estimated that regional bus has a capacity reserve of 3,000-5,000 passengers and local bus has a capacity reserve of 2,000-4,000 additional passengers.

[6] South Western Regional Planning Agency, South Western Regional Transportation Guide, Update #1 (Rowayton: South Western Regional Planning Agency, 1982).

[7] South Western Regional Planning Agency, Transportation System Management Study (Rowayton: South Western Regional Planning Agency, 1979).

East-west regional traffic is served by the Merritt Parkway and the Connecticut Turnpike, which introduce heavy through traffic to the city. North-south traffic on High Ridge Road is almost as heavy as on the Merritt Parkway. In addition, there is an increasing amount of trucking. All of these factors increase the pollution levels in the city.

Environment. Stamford is characterized by a range of natural physical conditions: hills, wetlands, ocean, and freshwater frontage. These features, along with distinctive man-made conditions, define and set the character for various areas of the city. The dominant man-made boundaries are the Merritt Parkway, the Connecticut Turnpike, and Conrail.

In North Stamford, there are slopes in excess of 15 percent on which it is difficult and expensive to build. There are also areas with bedrock near the surface which have construction limitations.

The three river systems - the Mianus, Rippowam, and Noroton - are important to the water supply. Their watersheds and basins each require protection from undue sedimentation, erosion, and pollution. The 5,000 acres of wetland are essential to filter and retain water and to provide a natural habitat for wildlife. Likewise, the woodlands are important to prevent erosion and undue runoff.

Of equal importance to the inland waters is the Coastal Zone which contributes to the reduction of storm damage, flood control, recreation, and marine life. This zone is heavily impacted by industrial use. The coves, harbors, and expanse of water constitute a major visual asset.

The harbor and cove areas are very desirable waterfront properties. Market pressure for high value housing is anticipated in these areas which will conflict with the demand for public open spaces. The resolution of this conflict can have an impact on growth and on the school system.

In addition to the constraints of the natural environment, the provision of public services can enhance or restrict development. The Stamford Water Company will construct a filtration plant which will assure an adequate, safe supply of water. The distribution system covers the area of intensified development. Thus, in that area, water supply is not a major factor (see Figure I - Seven).

Much of North Stamford and some of Westover and Turn of the River/Newfield rely on private wells. In the latter area, there are instances of salt water intrusion and pollutants. Continued failure may lead to public water main extensions and create a pressure for rezoning land limited by the present land use pattern and land capability.

The city serves about 70 percent of the population with a municipal sanitary sewer system (see Figure I - Eight). In the downtown the capacity of the present collection system to accomodate more intensified development should be investigated. All of North Stamford and most of Westover and Turn of the River/Newfield do not have sewers. It is not anticipated that sewers will be extended to North Stamford. Extensions in the other areas should be monitored as they will accelerate pressure for higher density and multifamily development. In Westover septic tank failures may inhibit development of the few remaining open parcels.

Stamford has adequate incinerator capacity for the next 20 years. Additional city landfill sites are unlikely because there are haul away options and potential alternative solutions through the Regional Waste Disposal Program.

Stamford has a separate storm water system. There are inadequacies in some areas of the city, notably those where intensification is anticipated. Correction is required and the timing of re-use will be related to this correction.

In general, Stamford's utility systems, e.g., electricity and telephone

MAP 4

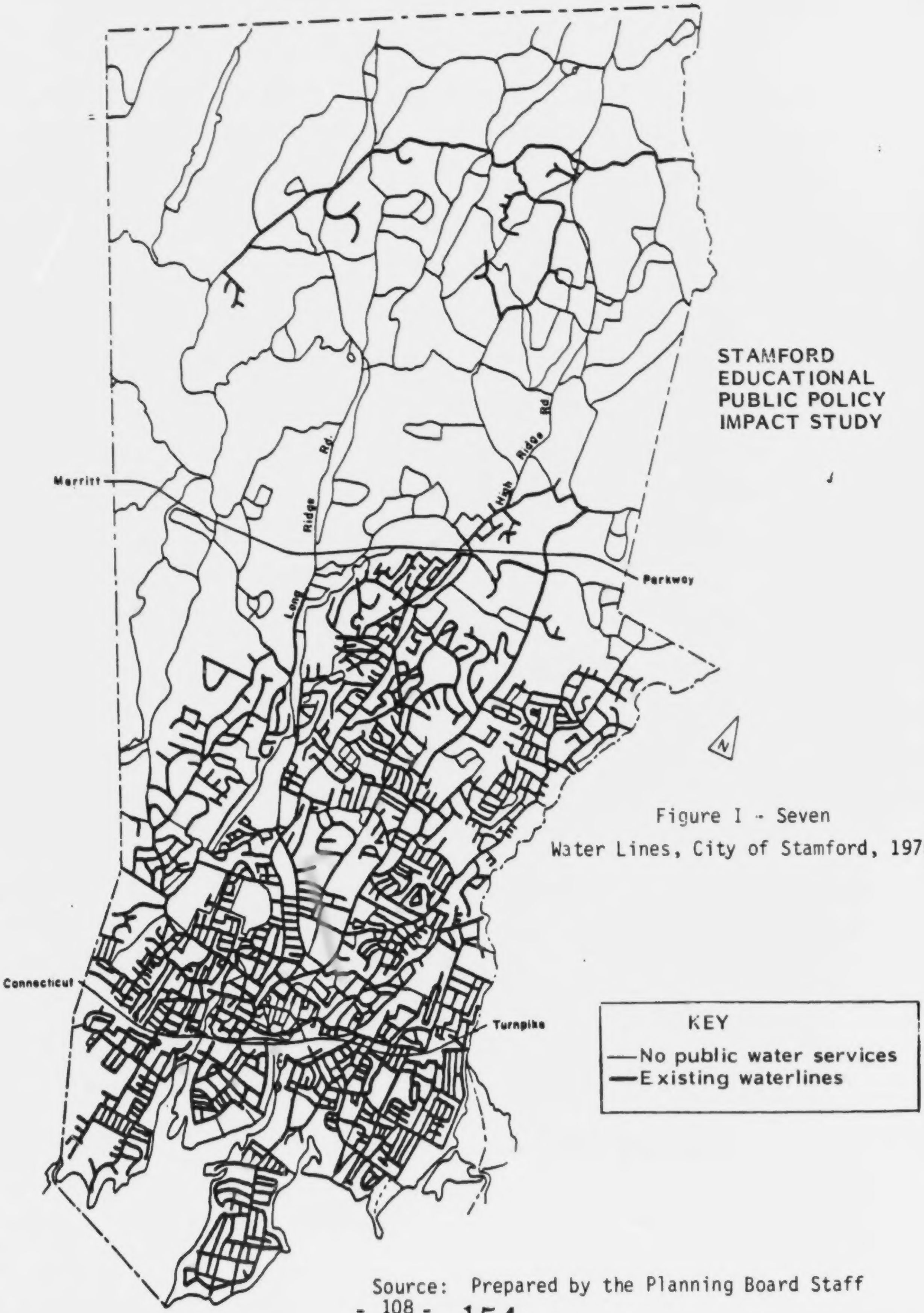
Merritt
Parkway
Long Ridge Rd.
High Ridge Rd
N
Connecticut
Turnpike
KEY
—No public water services
—Existing waterlines

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Figure I - Seven
Water Lines, City of Stamford, 1975

Source: Prepared by the Planning Board Staff

STAMFORD EDUCATIONAL PUBLIC POLICY IMPACT STUDY

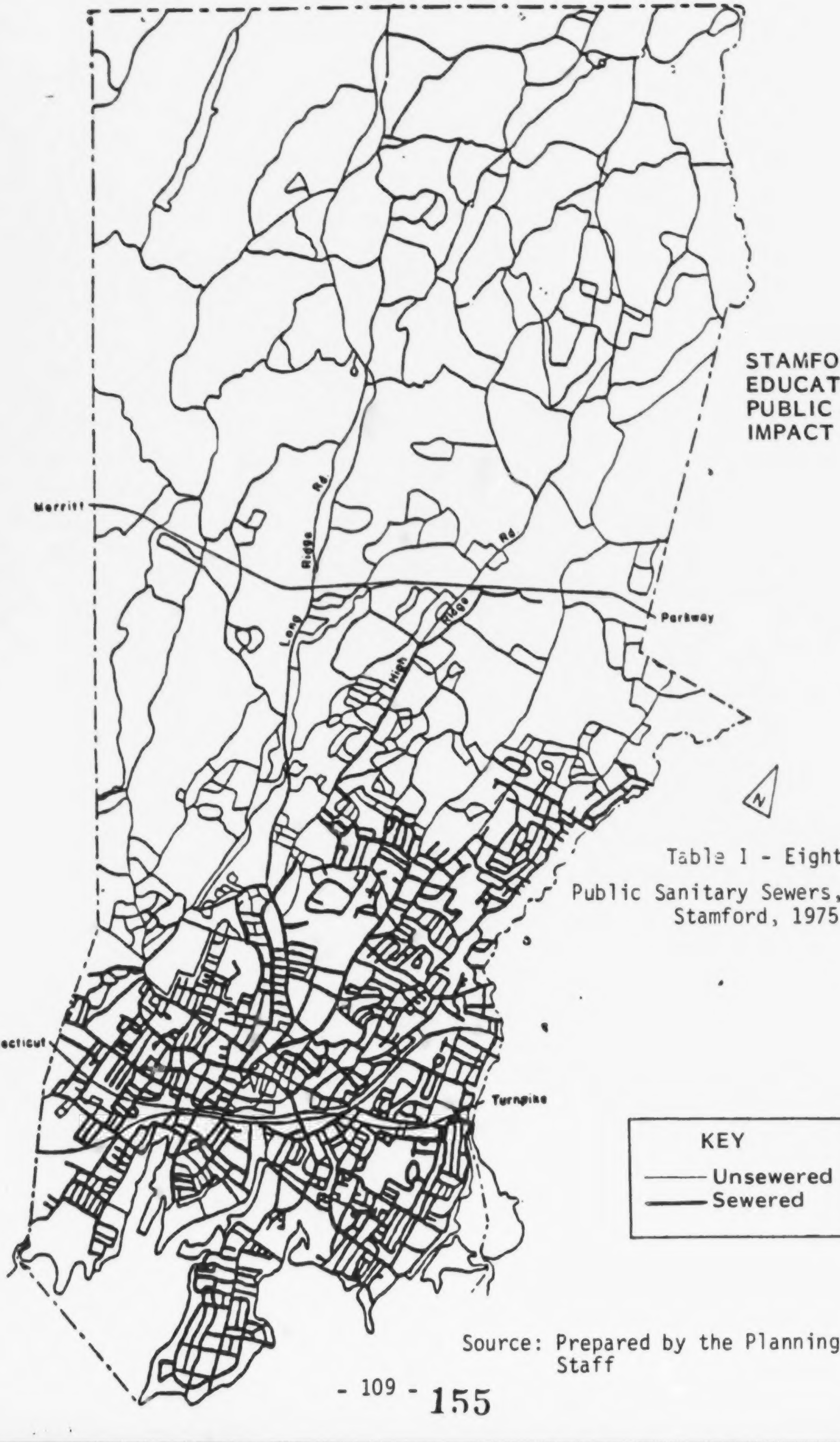
Merritt
Parkway
Long Ridge Rd
High Ridge Rd
Connecticut
Turnpike
N
KEY
Unsewered
Sewered

Table I - Eight

Public Sanitary Sewers, City of Stamford, 1975

Source: Prepared by the Planning Board Staff are adequate.

Existing Trends

Land use. Land is being diverted from single-family to multifamily use, primarily by replacement, but also by separating excess land from single-family ownership. Multifamily development is occurring in West Cove and Glenbrook and to a limited degree in Springdale, as the result of in-fill.

The major nonresidential trends in land use are in the retail and corporate center/office category. The Stamford Town Center, the largest shopping mall in the New York metropolitan area, will have 130 stores when it is fully occupied. It is the keystone of downtown urban renewal, and brings the total number of shopping centers in Stamford to eleven. Office space has increased from just under 2 million square feet in 1970 to over 7.5 million square feet in 1981. In addition, several major hotels are planned or under construction.

Some buildings are being diverted from heavy industrial use to distribution use and/or light incubator industries. As a result, very little heavy industry remains in the city.

The land use trends in Stamford are considered with the following national trends: rapid increase in condominiums, location of corporate headquarters in suburban settings, intensification of downtown or in-town areas, concentration of minorities near center cities, and reduction in heavy industry. There is no indication that there will be a reversal in these trends.

Open land. Vacant land is being diminished at a rapid rate. Public open space acquisition is anticipated to be in linear parcels along the rivers and shore.

Stamford has 3,500 acres of parks and open space. The Master Plan recommends small acquisitions in underserved areas and recommends one major park in North Stamford which will utilize a large parcel.

The market pressures dictate using every available piece of buildable vacant land. Taxation places a burden on holding unused open land unless it qualifies for special tax benefits, e.g., P.A. 440 under which 750 acres were protected in 1977.

Transportation. The increase in ehicle registration in Stamford has been the lowest rate in the region (see Table I - Three). However, it is estimated that construction in the development stage and new buildings now being occupied will generate almost 30,000 vehicle trips per day, of which 8,000 will arrive during the peak morning hours, half on the Connecticut Turnpike causing major ramp congestion.[8] The off-ramps of the Turnpike are now at 75 percent of capacity and will require improvements if intensified land use is to continue.

Environment. The notable trends in the environment are the city's efforts to protect natural assets and its programs to upgrade facilities. As the city succeeds in implementing its plans to acquire linear parks along the rivers, to acquire shoreland, and to protect other sensitive lands from development, the remaining significant vacant land will be removed from potential development. The result will be even greater pressure on marginal land uses for re-use at a higher density.

The open lands attract growth. However, this is offset in North Stamford by the lack of public sewers and in other areas by the lack of open land.

Future Patterns

Land use. It is projected that the present land use trends will continue and intensify with the following results:

---

[8] Allan Davis Associates, Inc., Transportation in the 80's: An Overview (Allan Davis Associates, Inc., 1981).

Table I - Three
Registered Automobiles and Motor Vehicles, 1960 to 1980

CITY/TOWN		1960	1970		1980	
			No.	% CHANGE	No.	% CHANGE
DARIEN	Auto	11,231	11,425	1.7	12,862	12.6
	M.V.	12,780	13,065	2.2	15,115	15.7
GREENWICH	Auto	33,102	33,590	1.5	40,344	20.1
	M.V.	37,397	37,958	1.5	46,826	23.4
N. CANAAN	Auto	9,890	10,180	2.9	11,945	17.3
	M.V.	11,131	11,502	3.3	13,598	18.2
NORWALK	Auto	39,321	40,188	2.2	44,064	9.6
	M.V.	45,308	46,442	2.5	53,463	15.1
STAMFORD	Auto	53,512	54,549	2.0	58,369	7.0
	M.V.	59,759	60,948	2.0	67,735	11.1
WESTON	Auto	3,955	4,127	4.3	5,390	30.6
	M.V.	4,440	4,641	4.5	6,142	32.3
WESTPORT	Auto	14,959	15,357	2.7	17,011	10.8
	M.V.	17,138	17,611	2.8	19,782	12.3
WILTON	Auto	7,626	7,788	2.1	10,092	29.6
	M.V.	8,664	8,911	2.8	11,801	32.4

Source: South Western Regional Planning Agency, Transportation Data/Guide, South Western Region (Rowayton: South Western Planning Agency, 1981).

- Much of the buildable vacant land not permanently committed to open space will be used.
- Land costs will increase, making it financially advantageous to remove marginal uses and rebuild.
- Large residential structures may be converted to accomodate accessory apartments with a concomitant reduction in the number of school children per structure.
- Intensification of the downtown and the waterfront will result in the increase in apartments (condominium and/or rental) with relatively few school age children.
- Campus-style corporate headquarters will not substantially increase because of the limited availability of suitable land.

In addition, it is anticipated that the high cost of land and houses will cause couples to leave Stamford when they have school age children. It is expected that in the short run, during the transition period, families with children, particularly low-income families, will continue to gravitate to marginal and inner-city neighborhoods.

The Regional Planning Agency projects a diversion of almost 2,000 acres of vacant land to urban use by the year 2000, three-quarters of which is projected to be for low-density residential development. This indicates the use of vacant land difficult to build upon in North Stamford, and in-fill (see Table I - Four).

Open land. Based on the analysis of the preceeding work, field inspection, and the holding capacity determined by the city of Stamford's Planning Department, estimates were made of the probable number of dwelling units and of the school age population in the years 1990 and 2000 (see Table I - Five). An increase of approximately 4,700 dwelling units is predicted between the years 1980 and 2000. The neighborhoods of Mid-City and North Stamford show the greatest

Table I - Four

Land Use - Projections by Municipality, 1977 - 2000

	LAND USE CATEGORY [a] (CHANGE IN ACRES[b])										
	1A	1	2	3	4	5	6	6C	6U	6T	TOTAL
DARIEN	104	208	35	12	13	(50)	-	78	-	-	397
GREENWICH	1794	399	66	28	170	(35)	(39)	95	(4)	-	2474
N. CANAAN	765	121	36	7	83	-	-	-	4	2	1018
NORWALK	(118)	415	132	192	49	33	(29)	107	(11)	140	910
STAMFORD	346	1086	146	137	164	53	(166)	196	6	3	1971
WESTON	1965	-	-	-	28	-	-	-	23	-	1970
WESTPORT	222	199	(6)	15	21	(25)	(12)	57	(5)	5	464
WILTON	1465	83	(3)	21	37	(9)	(33)	136	(1)	266	1934

Source: South Western Regional Planning Agency, Existing Land Use - 1977 Projected Population and Land Use, 1977 - 2000. (Rowayton: South Western Regional Planning Agency, 1980).

Notes: [a]1A = Very Low Density
1 = Low Density
2 = Moderate Density
3 = High Density
4 = Institutional
5 = Commercial
6 = Industrial
6C = Corporate Offices
6U = Utility
6T = Transportation

Table I - Five

Number of Dwelling Units and School Age Population, 1970 - 2000

Study Neighborhoods	1970 # DU	1970 School Age Population	1980[b] # DU	1980[b] School Age Population	1990 # DU[c]	1990 School Age[d] Population	2000 # DU	2000 School Age[d] Population
Mid-City	8496	3138	9283	2223	9784	2086	10110	2291
Glenbrook	4730	2689	5767	2148	6017	1279	6167	852
East Side-Cove	4237	2651	5051	2074	5510	1611	5785	1212
Shippan	764	858	872	633	904	434	913	308
South End	1295	1115	1021	723	1170	702	1800	878
Waterside	1744	1641	1911	1703	2047	1707	2158	1814
West Side	3426	2748	3657	2144	3861	1781	4044	1536
Westover	2729	2841	3044	1524	3142	1036	3170	755
TOR/ Newfield	2117	2451	2174	1375	2269	835	2280	552
Springdale	2144	1646	2796	1164	2935	1078	2966	868
N. Stamford	3641	4317	4483	2523	5023	1261	5369	606
Citywide	35323	26095	40059	18234	42662	13810	44762	11672

Sources: [a] U.S. Department of Commerce, Bureau of the Census, 1970 Census of Population and Housing (Washington, D.C.: U.S. Department of Commerce, Bureau of the Census, 1971).

[b] U.S. Department of Commerce, Bureau of the Census, 1980 Census of Population and Housing (Washington, D.C.: U.S. Department of Commerce, Bureau of the Census, 1981).

[c] Stamford Planning Department, Holding Capacity Study (Stamford: Stamford Planning Department, 1981).

[d] Stamford Educational Public Policy Impact Study, SEPPIS Study Team Population Projections (Occupancy Model), 1982.

increases in the number of housing units, while Shippan is predicted to have the least growth in units.

At the same time, the citywide population (5-17 year-olds) is expected to decline by approximately 6,560 persons. Only three neighborhoods are expected to show increases in school age population: Mid-City, South End, and Waterside.

Thus, the trends appear to show an increasing number of dwelling units in all neighborhoods, with a decrease in family size. The implication for schools is a decreasing number of school children and modest increases in housing units in urban areas, offset by the decrease in family size.

It will be essential to monitor in-fill and transition areas for changes in characteristics, i.e., family composition, socioeconomic data which might have implications for school enrollment figures and the provision of educational programs. In-fill neighborhoods, such as Glenbrook, Springdale, Turn of the River/Newfield are areas where the construction of moderate in-fill housing is expected. Transition areas, which are not subject to extreme market pressure, may experience marginal development, continued overcrowding, and an increase in low-income families with school age children. On the other hand, areas in close proximity to downtown or to the shore may react to strong market pressures for higher income, high density, small family housing. These areas include the Summer-Bedford Street corridor, West Side, South End, Glenbrook, Mid-City (near the intersection of the railroad and the turnpike), and some strip business areas.

Transportation. Traffic congestion may impact property values negatively. Improvements may place increased pressure on Stamford as a retail center and job generator which, in turn, may increase the demand for housing. The relationship of these trends to the schools is not strong except as the traffic and circulation patterns affect individual sites.

Conclusion

The examination in the field and the study of existing data and materials has lead to the following conclusions:

- The principal problems are in the transition areas; therefore, they should be constantly monitored.
- Those transition areas nearest to downtown will probably be redeveloped at a higher density than now exists due to market forces.
- Transition areas not immediately adjacent to downtown will need public action to direct redevelopment.
- The market will force in-fill in neighborhoods close to the downtown area.
- Changes in North Stamford, including the use of marginal lands, will not occur without changes in infrastructure, e.g., the installation of sewers.
- Additional major traffic generators should not be encouraged to locate in Stamford prior to solving existing traffic problems, particularly the ramps to major highways.

The impact of change in land use will affect educational policy in relation to the degree of change in residential land use, e.g., density. Therefore, the next chapter deals with residential densities and housing.

II. HOUSING MARKET ANALYSIS

The housing market analysis for the city of Stamford and its commuter basin is narrowly structured to focus on those attributes which will impact on the future of public education. It is based upon an analysis of the city's housing supply and the demand for housing created by town residents and city employees.

This chapter is divided into two sections. The first describes the changes which occurred in each neighborhood's housing market from 1970 to 1980, aggregates this data to analyze changes in the city's housing market, and presents a picture of the city's current housing market. The second compares the supply and demand for housing and the projected demand for new jobs in Stamford with similar data for the region and its cities. Finally, the impact of the trends in the city's housing market on public school enrollment is discussed.

Neighborhood Profiles: 1970 to 1980

The following section describes the housing markets indigenous to the city of Stamford and to its eleven neighborhoods. Data is offered on the type of housing in each area, the characteristics of its population, the percentage of renter and owner occupied dwellings, and the median rent and median values of its housing.

City of Stamford. Stamford is a diverse city - a mixture of suburban and urban neighborhoods. Within these neighborhoods the socioeconomic characteristics of the population, the type of dwelling units, and density vary substantially. During the past decade changes in the composition of the population and in the employment characteristics of the city have had an impact on the type of housing both needed and available.

Between 1970 and 1980, Stamford's citywide population declined 5.8 percent. Those groups experiencing the greatest decline were the 0-19 and 35-44 year-old age categories. The 25-34 and 60 and older age groups each increased by over 20 percent.

Although the number of households increased 11.4 percent, the number of families decreased 2 percent to 71 percent of the total number of households. In addition, household size for the city decreased from 3.12 to 2.65. All of these population characteristics show a trend toward a demand for smaller housing units.

During the last decade, Stamford increased its housing stock by 13.4 percent, from 35,323 to 40, 059 units. Of the total number of year-round dwelling units, 95.8 percent were occupied. According to the Southwest Regional Planning Agency, a net gain of 4,357 new units was achieved between 1970 and 1980 due to the construction of 5,646 new units and the demolition of 1,289 units.[1]

Single family units are concentrated predominantly in North Stamford, Springdale, Turn of the River/Newfield, Westover, and Shippan. Multifamily housing is concentrated in Mid-City, Glenbrook, West Side, South End, and Waterside.

A review of the number of single family units built during the ten year period shows an 8.6 percent increase from 17,452 to 18,953. The number of new units built each year ranged from a low of 63 in 1970 to a high of 268 in 1976. Multifamily units experienced a much greater increase (25.6 percent) from 17,855 to 22,428 units than did single-family dwellings. The number of multifamily units built each year varied from 201 in 1970 to 710 in 1972. From 1977 to 1980, three times as many multifamily units as single-family units were constructed.

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[1] South Western Regional Planning Agency, Data Book (Rowayton: South Western Regional Planning Agency, 1981).

Therefore, if the 1970 distribution of housing figures was updated, it would show a greater percentage of multifamily units. Part of this increase can be attributed to the growing number of condominium conversions occurring in the city (see Table II - One). According to the Annual Report 1980-81 of the Fair Rent Commission, there were 3,210 condominium conversions between 1970 and 1980. A large portion of these conversions, 57.4 percent, occurred between 1979 and 1981. The 5,301 condominium units are concentrated in the eastern and central parts of the city (see Figure II - One).

A review of the trends in owner occupied dwelling units showed a substantial increase in almost all neighborhoods of the city. Of the 38,378 occupied year-round dwelling units, 55.5 percent were owner occupied and 44.5 percent were renter occupied. This showed a 19.6 percent increase in the number of owner occupied units and a 2.7 percent increase in rental stock. Between 1970 and 1980, the trend toward home ownership increased from 51.7 percent of the housing stock to 55.5 percent. Part of this increase can be attributed to the growing number of condominium conversions and construction.

In 1980, the median value of housing in Stamford was $110,300, a 163.7 percent increase from the 1970 value of $41,825. Reviewing price changes over an eleven year period shows prices taking a dramatic jump between 1975 and 1977, but generally following the rate of inflation.

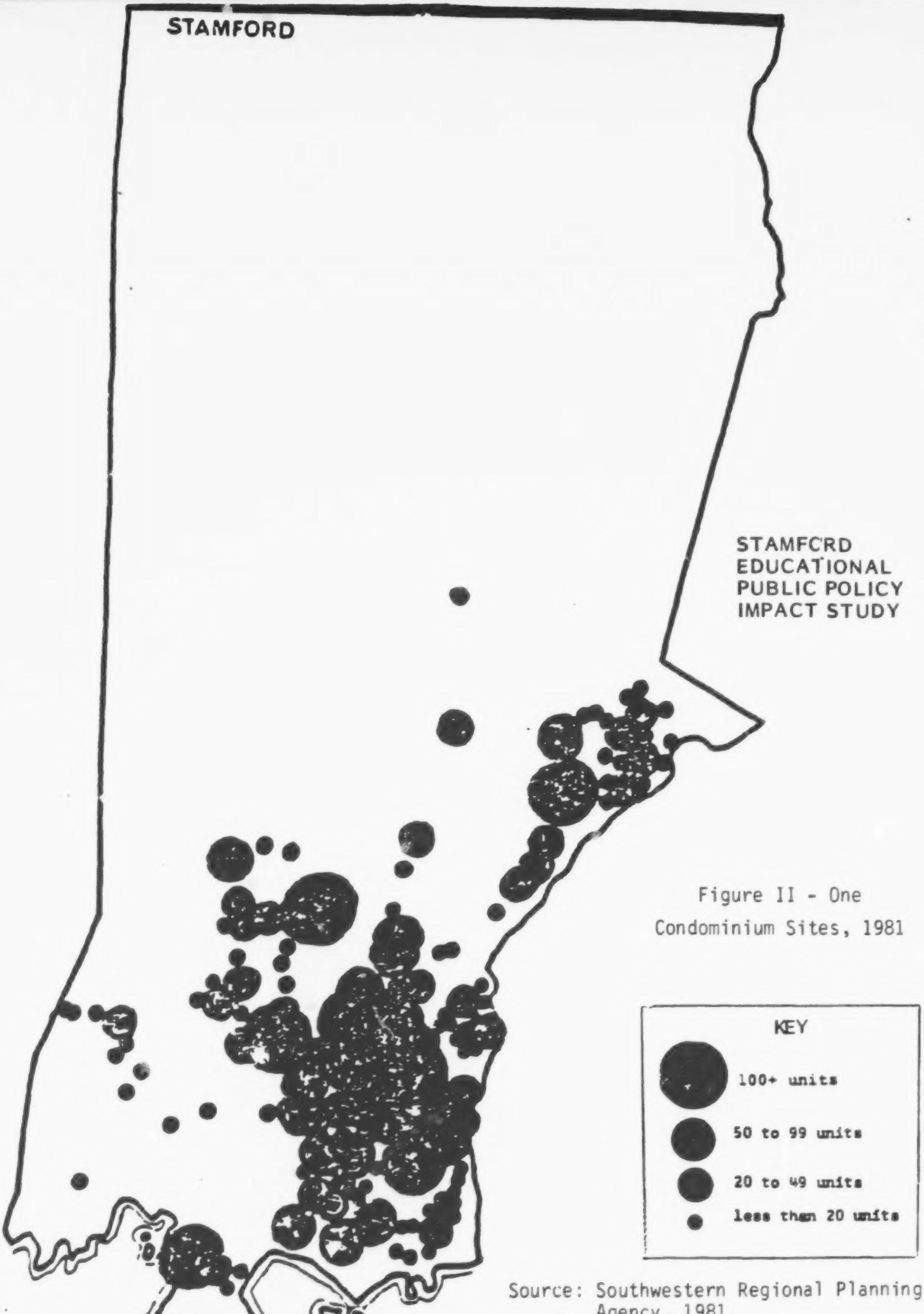
Year	Median Sales	% Increase
1970	$ 41,823	--
1975	59,000	41
1977	108,000	83
1982	133,500	23

Table II - One

Condominium Conversions in Stamford, 1971-1981

Date	Number of Apt. Buildings	Number of Units	% of Total
1971	2	151	4.8
1972	-	-	-
1973	2	161	5.2
1974	3	189	6.1
1975	4	303	9.7
1976	4	185	5.9
1977	3	64	2.0
1978	10	260	8.3
1979	21	961	30.8
1980	13	455	14.6
1981 as of 6/30/81	6	373	12.0
Conversions not recorded by year	3	18	0.6
TOTAL	71	3,120	100.0

Source: Fair Rent Commission, Fair Rent Commission Annual Report, Fiscal Year 1980-81 (Stamford: City of Stamford, 1981).


STAMFORD
KEY
100+ units
50 to 99 units
20 to 49 units
less than 20 units

STAMFORD
EDUCATIONAL
PUBLIC POLICY
IMPACT STUDY

Figure II - One
Condominium Sites, 1981

Source: Southwestern Regional Planning Agency, 1981.

Note: Figures accurate as of July 31,1981

According to the U.S. Census, the distribution of the value of housing units varied as follows:

22.0 percent under $49,999.
32.3 percent $50,000 to $99,999.
24.6 percent $100,000 to $149,999.
12.9 percent $150,000 to $199,999.
8.2 percent $200,000 and over.[2]

The figures showed that a little more than half were below $100,000. The mean value of condominiums was $77,523, with the mean asking price for units on the market at $86,751.

In 1980, the mean contract rent in Stamford was $296, and the median asking rent was $335. Of the 17,158 rental units, most were condominiums and slightly over 3,000 units were public housing or subsidized units. In general, median value and mean rents were high compared to figures for the state, but they were the second lowest when compared to figures for the Southwest Region.

Mid-City. Mid-City has undergone some radical housing changes due to the twenty year-old urban renewal project. The impact is most apparent in census tract 201, which has seen the construction of international corporations and commercial buildings within the last 8 to 10 years. Although a substantial amount of substandard housing was demolished, larger families were generally relocated with urban renewal funds to New Hope Towers or St. John's Apartments.

A review of the neighborhood by age cohort shows it to be unique. In 1970, it had one of the smallest percentages of school age children and the largest percentage of persons 65 years old and over. Between 1970 and 1980, the school age population experienced a 4 percent drop while the 65 and older age group increased almost 20 percent. The other age cohort which increased substantially was the 25-34 age group. This trend toward an elderly and young professional population with few children was reflected in changes in the size and number of families as well as in household size. Mid-City, at 2.13 persons per household, had the smallest household size in the city. In 1970, only 63.3 percent of its households were families; by 1980 only half were families.

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[2] U.S. Department of Commerce, Bureau of the Census, 1980 Census of Population and Housing (Washington, D.C.: U.S. Department of Commerce, Bureau of the Census, 1981).

Mid-City continues to have the largest number of dwelling units (9,283) in the city and experienced a 6.7 percent increase in its housing stock between 1970 and 1980. As the 1980 age of housing stock and type of unit were not yet available, it was difficult to assess the composition of housing stock. Construction and demolition information indicated that most units destroyed were replaced with a greater number in the three-family or more category. Based on the condominium distribution map it would appear that most of these three-family units were condominiums. Mid-City continues to have one of the largest percentages (70 percent) of renter occupied housing units. Median rent and median value are slightly lower than the citywide average.

Glenbrook. Two-thirds of Glenbrook's land is predominantly in high density residential use. It has a large portion of single-family homes on small lots, with some subsidized housing. According to the 1977 Master Plan, there was little vacant land, although growth through in-fill and intensification is possible.

The 1970 figures showed that Glenbrook had a school age population slightly lower than the citywide average, and the second largest percentage of the elderly population. Between 1970 and 1980, while the percentage of school age population declined from 30 percent to 27 percent, both the 20 to 34 and 65 and older age categories increased substantially. The average family size was at 2.43, slightly lower than the citywide figure. Although both the number of families and households increased, the number of households increased at a more rapid rate. Hence, Glenbrook had the second lowest percentage of families to households.

This neighborhood, with 5,409 dwelling units, has the second largest number of dwelling units in the city. Between 1970 and 1980, it increased its housing stock 16.9 percent. A look at the net gain in housing stock over a four year period showed an increase of 291 units, of which 278 were three-family dwellings. As Figure II - One shows, many of these new units were condominiums. Based on this information, it would appear that the percentage of three-family dwellings in 1970 increased substantially in 1980. In terms of changes in the age of housing stock from 1970 to 1980, it would appear that the percentage of pre-1940 stock decreased slightly with a fairly large percentage built between 1970 and 1980. Unlike Mid-City, 60 percent of the occupied housing is owner occupied and 40 percent is renter occupied. Housing values ranged from $82,000 to $91,600, while rents in 1980 were between $343 and $367. Although the median value of housing was $18,000 to $20,000 lower than the citywide average, rents were slightly higher.

East Side-Cove. East Side-Cove contains predominantly low density single-family and medium density multifamily dwellings. A large portion of its acreage is devoted to public lands, e.g., a 200-acre waterfront park, two marinas, and four public beaches. One of its census tracts, 221, has been designated a SNPP (Stamford Neighborhood Preservation Planning Target neighborhood). This area was targeted for improvement because it underwent "a period of decline and disinvestment through the 1960s and 1970s, and an influx of Hispanics which have doubled in population since 1970."[3]

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[3] Mayor's Office, Stamford Community Development Program, Stamford Community Development Program Annual Report, (Stamford: Stamford Community Development

SNPP began a program called ROSCO which continues to provide cultural, recreational, and service activities to the residents.

Between 1970 and 1980, East Side Cove's population experienced a slight decline of 2.3 percent. Two age cohorts which increased in population were the 20-34 year-olds and the 65 and older group. The neighborhood's age distribution was similar to the city except that it had one of the largest percentages of persons 20-34 years of age in the city. Although the number of families decreased slightly, the number of households increased 17.4 percent. This caused a decrease in the percentage of families from 82.8 percent to 68.6 percent. This change was reflected in a loss of average household size from 3.07 to 2.55.

The Cove has the third largest number of dwelling units in the city, and experienced a substantial increase in its stock between 1970 and 1980. In 1970, this neighborhood had a fairly even distribution of one, two, and three-family units. However, construction information between 1977 and 1980 shows that, although relatively few units were demolished, a large number of three-family units (596) were built. Based on Figure II-One, most of these new units appeared to be condominiums. This trend toward condominiums is evident in the percent change in the number of owner occupied dwelling units. Owner occupied units increased 26.7 percent, while renter occupied units increased only 9.6 percent. In 1980, 49.4 percent were owner occupied and 50.6 percent were rentals.

Shippan. Shippan continues to be a stable neighborhood with its housing stock almost exclusively single-family. The neighborhood, bounded on three sides by water, has beach clubs, yacht clubs, and a commercial marina along its shore.

Shippan, which has the smallest neighborhood population, experienced a decrease of 4.5 percent (2,761 to 2,638) in its population from 1970 to 1980. All

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Program, 1981) and Mayor's Office, Stamford Community Development Program, Stamford Community Development Program Annual Report, 1980-81 (Stamford: Stamford Community Development Program, 1982).

age cohorts increased with the exception of the school age groups. However, Shippan continued to have a fairly large school age population and a smaller than average elderly population. The number of households increased twice as much as the number of families. The percentage of families to households decreased 6.4 percent to 82.4 percent. Compared with the city of Stamford, Shippan had a much larger average household size, 3.5 persons per household.

Shippan had the smallest number of dwelling units, 837, in the city. During the period from 1977 to 1980, only three units were demolished and twenty were constructed for a net gain of 17 structures. Housing distribution by type in 1970 was similar to 1980, except for a slight increase in single-family units. Based on Figure II - One, there are few, if any, condominiums in Shippan. Of the occupied dwelling units, 84.1 percent were owner occupied and 15.9 percent were renter occupied in 1980. Although a large percentage of Shippan's housing stock, 62.1 percent, was built prior to 1940, the high median value of housing indicates that the housing stock remains in excellent condition. Shippan's median value of housing was almost $20,000 higher than the citywide average, and its median rent was more than $70 higher.

South End. The South End had a mixture of land uses in 1980. Nearly a third of the land was broken into relatively small lots with single-family and multifamily units, many of which were concentrated in the interior of the neighborhood. Over half of the land was used by industries, such as HELCO, Pitney Bowes, and Excelsior Hardware. Much of the industry was concentrated along the waterfront. The remainder of the land was open space; the largest areas being Kosciuszko Park and Woodlawn Cemetery. The South End, with its low median family income and its high concentration of minorities, has also been designated as a target neighborhood. According to the 1977 Master Plan, the South End had a high number of absentee landlords, some substandard housing, and some overcrowding. The available vacant land is mainly wetlands and not suitable for development.

Between 1970 and 1980, the South End experienced the greatest decline, 29 percent in its population. All age cohorts lost population, with the greatest decrease occurring in the 0-14 age group. Compared to other neighborhoods, it continued to have the greatest percentage of its population between 0-19 and the lowest percentage of the elderly. The number of families decreased substantially. The percentage of families to households decreased from 80.2 percent to 73.3 percent. It had a larger average household size, 3.01, than the city, 2.65, in 1980.

Along with its declining population, the South End was the only neighborhood to experience a decline of 20.3 percent in its housing stock. Between 1977 and 1980, although 42 units were demolished, it was the only area to have no new construction, and hence suffered the greatest net loss of housing stock. The neighborhood continues to be predominantly multifamily with some subsidized housing and no condominiums. Between 1970 and 1980, rental housing had a greater decline in number of units than owner occupied housing. In 1970, it had the oldest housing stock with almost 90 percent of its housing built before 1940. The South End continued to have the lowest median value of housing ($57,900), which is almost half of the citywide average. Its rental housing values are fourth lowest in the city.

Waterside. Waterside has a mixture of conflicting land uses. The northern part of the neighborhood contains high density single and multifamily housing and has been designated as a SNPP target area. A large part of the land where Conrail passes through is zoned for industrial use. The southern part along the water and around Dolphin Cove is primarily single family housing on quarter acre lots. There are two parts, Rosa Hartman and Southfield, and a country club located in the area.

Between 1970 and 1980, Waterside's population remained stable. Its 0-14 year-old age group declined, its 15-19 year-old age group increased, and its elderly population remained fairly stable. A large percentage of Waterside's population, 40.9 percent, was between the ages of 0-19. Compared to other neighborhoods it had the smallest percentage, 7.6 percent, of elderly persons. Between 1970 and 1980, the number of families and households increased, with households increasing at twice the rate of families. The percentage of families to households decreased slightly to 80.4 percent. Because of its large school age population, Waterside had one of the largest average family sizes, 3.15, and had the least percent decline.

Between 1970 and 1980, Waterside's housing stock increased 9.9 percent to 1,867. Between new construction and demolitions, the neighborhood had a net loss of 7 units, but increased its single family units by 10. In 1970, a little more than half of the units were one and two-family houses, with the other part being three-family units. Based on Figure II - One, less than 20 of these units were condominiums. Owner occupied dwelling units increased 26.2 percent, while rental housing changed only slightly. Owner occupied units represented a 35.6 percent share of the housing stock. Forty-five percent of the stock was built before 1940 and another 45 percent between 1940 and 1960. Waterside's median housing value was about $15,000 less than the citywide figure. With the West Side it shares the position for the lowest median rent in the city.

West Side. The West Side also has a variety of land uses. Its eastern third is comprised of high density residential areas; the central part is a single-family area; and the western third is business oriented. It has a high proportion of multifamily units, and according to the Master Plan, eight subsidized housing projects, one of which is for moderate income households. With its high proportion of multifamily units, overcrowding, and substandard housing, it is also a neighborhood strategy area. A number of housing groups are working in this area. New Neighborhood, Inc., a non-profit housing group, produces 20 low and moderate-income condominiums per year. Neighborhood Housing Services (NHS) provides assistance through a weatherization and paint program. It also provides loans for rehabilitation and is presently working on the revitalization of Main Street.

Between 1970 and 1980, the West Side's population declined 11.4 percent, with all age cohorts losing population except for the 23-34 age cohort and the elderly age group which increased by 12.6 percent. It had a fairly large school age population, 32.7 percent. During the past decade, the number of families decreased 7.7 percent, while the number of households increased 5.5 percent. The percentage of families to households decreased 10 percent to 73.5 percent. The West Side's average family size at 2.76 was similar to the citywide average.

Between 1970 and 1980, the percentage of housing stock in this neighborhood increased 5.5 percent, from 3,355 to 3,541. During a four year period it had a net gain of 57 multifamily units. Based on this, it would seem that a greater percentage of the West Side's housing stock is now multifamily. Some of these units are low and moderate income condominiums which are dispersed throughout the neighborhood. In 1970, the West Side had the second highest percentage of housing built before 1940. During the decade the number of owner occupied units remained stable, while rental units increased 6.5 percent and comprised 76.3 percent of the housing stock. The West Side had the second lowest range of median value housing, falling $40,000 lower than the citywide median. Along with Waterside, it had the lowest median rents.

Westover. Westover's suburban character results from being predominantly a low density single-family area. It has a fairly large commercial district in the northeast corner near the Merritt Parkway. According to the 1977 Master Plan, there is a substantial amount of open space and vacant land. However, much of this land is undevelopable because of steep slopes, wetlands, and a lack of public sewage.

Between 1970 and 1980, the population of Westover declined 6.6 percent to 9,340. The neighborhood followed the citywide trend of a decline in the school age population and an increase in the population of the 20-34 and 65 and older age groups. In 1980, a large portion of its population fell in the 45-64 age cohort. Although the number of households increased twice as much as families, Westover continued to maintain the third highest percentage of families to households (89.7 percent). Its average household size in 1980 (3.13) was equal to the citywide average in 1970.

During the last decade, Westover increased its housing by 11.1 percent to 2,983. A look at housing activity for a four year period shows the neighborhood had a net gain of 94 units, all of which were single-family units. Based on this sample, the 1980 housing breakdown by type is probably the same as in 1970. There were relatively few condominiums in Westover in 1980. Although the number of renter occupied units increased, the neighborhood remained overwhelmingly owner occupied. It also had the youngest housing stock in the city with only 12 percent of its housing being built prior to 1940. Westover had the widest range of housing values in the city, its lowest being $10,000 below the citywide median and the highest $40,000 above. Its rental prices are between $130 and $163 above the city median.

Turn of the River/Newfield. Turn of the River/Newfield is predominantly an owner occupied, single-family area with low to moderate density. It has large pockets of open space resulting from four schools and a golf course.

Between 1970 and 1980, Turn of the River/Newfield experienced a 15.7 percent decline in its population, from 7,933 to 6,688. The neighborhood declined substantially in its school age population, losing half of its population in the 5-14 year-old cohort. It had a large increase in the 20-34 year-old cohort and more than doubled its elderly population. Although Turn of the River's population declined substantially, it continued to have a distribution similar to the city with the largest percentage of 41-64 year olds. This decline in the school age population was reflected in a decline in the number of families and a slight increase in the number of households. However, the neighborhood continued to have the second highest percentage (90 percent) of families to households. Its household size, 3.07, was higher than the average for the city.

Between 1970 and 1980, Turn of the River/Newfield's housing units increased slightly in number to 2,142. From 1977 to 1980, the housing activity in this area was limited to a gain of only 9 units. Turn of the River is similar to Westover both in types of units and age of the housing stock. In 1970, almost 98 percent of the units were single-family. However, because of the increase in the number of condominiums, the percentage of multifamily dwellings in 1980 was probably slightly higher. The neighborhood has a very young housing stock with only 11 percent of it being built before 1940. Although the number of renter occupied units did increase, the neighborhood remains predominantly single-family (94 percent). Turn of the River has less of a range of housing values than Westover, falling slightly above the citywide average. It has the widest range of rental values, $369 - $501, in the city.

Springdale. Springdale is a predominantly moderate density, single family, owner occupied area with a growing industrial sector along the Noroton River and scattered open space.

During the last decade, its population increased 2.6 percent from 6,841 to 7,091. Springdale's school age population declined, while its 25-34 year-old category doubled and its 65 and older age cohort increased more than 40 percent. It is the neighborhood that comes closest to reflecting the citywide age cohort distribution. In 1970, the percentage of families to households was 6.8 percent above the city average. By 1980, the percentage of families to households, at 73.5 percent, was close to the citywide average. Springdale had an average household size of 2.68.

Between 1970 and 1980, Springdale experienced the greatest increase in its housing stock of all the neighborhoods, 26.9 percent. A review of net gain in housing showed most of this growth was in multifamily dwelling units. If the 1970 distribution of housing by type was updated, figures would show a much greater percentage of multifamily housing. As Figure II - One shows, much of this new housing is condominium. Almost half of the housing was built before 1940, with 72.3 percent of the units being owner occupied in 1980.

North Stamford. North Stamford occupies half of the land area of the city. This is homogeneous with its single-family homes on one and two-acre minimum lots. The neighborhood has large scattered green spaces belonging to the state, the University of Connecticut, and the Stamford Museum. Although there is a considerable amount of vacant land, much of it has slopes in excess of 15 percent, 70 percent of it is classified as wetlands, and there are no sanitary sewers. Hence, future development in these areas is limited.

North Stamford, with the second largest population in the city, followed the citywide population trend. From 1970 to 1980, its school age population declined and its elderly population increased by over 50 percent. Although the elderly population grew, the neighborhood maintained the lowest percentage of elderly population in the city. Thirty-one percent of its population was of school age. It had the greatest percentage increase in the number of families from 1970 to 1980, maintaining the largest percentage of families to households

(90.3 percent). Reflective of this, North Stamford continues to have the largest average household size of 3.20 persons per household.

Between 1970 and 1980 North Stamford had the second largest increase in its housing stock from 3,553 to 4,314. A review of the types of new units constructed over a four year period shows an increase in single-family dwellings. Due to the area's single-family residential character, in 1970, 94.5 percent of the units were single-family. Figure II - One shows there were less than 20 condominiums in the area. Hence, as expected, the majority of housing is owner occupied (93.4 percent). Half of the neighborhood's housing stock was built between 1960 and 1970. North Stamford has the highest median value of housing, between $40,000 to $60,000 above the city median. Its rents at $500 and over are also the highest in the city.

Analysis of Neighborhood Profiles

The greatest increase in the number of housing units between 1970 and 1980 occurred in Glenbrook, Springdale, North Stamford, and the East Side. Only the South End and Mid-City declined in number of units. Owner occupied units increased by 20 percent; renter occupied units, by only 7 percent. The highest median housing values were in North Stamford , Westover, and Shippan; the lowest in the South End, West Side,and East Side. The density of housing varied from one unit or less per acre in North Stamford to forty times that in Mid-City.

The supply of housing in Stamford has shifted from the construction of several bedroom dwellings for families to those of fewer bedrooms for young, single adults, young couples,and the elderly. Home ownership has grown at the expense of rental apartment availability due, in part, to the increase of condominium purchases within the housing market.

More than ony other single factor, the housing market and its segmented demand and supply has a critical impact on the size and composition of school enrollments in the neighborhoods and the city as a whole. As the profiles illustrate, Stamford is both urban and suburban in nature. At one extreme are communities like Mid-City, Glenbrook, and East-Side Cove. Mid-City has the lowest percentage of families, growing elderly and young professional populations, and a declining school age population. Construction data in Mid-City shows a large increase in the number of condominiums. Although the new Master Plan downzones[4] and places height limitations on housing construction, the growth in condominiums through conversion or construction is expected. Glenbrook and East Side-Cove are following a similar pattern of development. This pattern of construction would not allow for a stable or an increasing school age population.

Both Shippan and North Stamford have similar population and housing characteristics. They are high income areas with high median values for housing and rent. However, Shippan appears to be more stable in population, without major changes in the housing stock expected. North Stamford continues to have the largest average family size, but lost a large number of its school age population in the last decade. Although a moderate amount of growth has occurred, further development is limited due to physical constraints.

Turn of the River/Newfield, Springdale, and Westover are suburban in nature. They are experiencing the same change in population as other suburbs across the nation; that is, declining school age population and increasing numbers of elderly persons. The single-family homes that once housed the children of the baby boom have smaller average household size. From construction information it appears that any new construction in Westover or Turn of the River/Newfield will be predominantly single-family, while in Springdale, it will be multifamily, most likely condominiums.

The South End, West Side, and some parts of Westover, to a lesser extent, all have similar socioeconomic and housing characteristics. The South End, which lost a large portion of its housing, has a strong neighborhood group which is attempting to rezone gradually blocks to residential use. The amount of rehabilitation going on in these neighborhoods and the number of housing groups attempting to preserve and protect housing for residential use will have a positive impact on the school age population, and help those families already living there to remain in these neighborhoods.

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[4] The term downzone means to change the zoning district from higher to lower density housing.

The Current Situation

Due to its low unemployment rate, Stamford is considered one of the most favorable residential locations in the country. However, it is experiencing a severe housing crisis. The state of the economy has prevented housing from keeping pace with the enormous amount of corporate and office construction occurring in the city. Luxury condominiums, houses, and rental units are available. However, affordable housing is neither available for the low to middle-income people, who fill the municipal jobs and the rapidly increasing service, clerical, and middle management positions, nor for the elderly. Workers who might want to live in Stamford are forced to live further out, in Bethel or Shelton, where housing is less expensive. Metropool, a non-profit, ridesharing organization which serves Fairfield and Westchester Counties, has pools entering the city from as far south as Brooklyn and New Jersey, north from Bethel, and northeast from New Haven. If current housing trends continue, Stamford will be a city of the rich and near rich families, an upper middle class single population, and the few very poor who live in subsidized family housing.

The housing shortage in Stamford is not a new phenomenon and has been a problem for the past ten years. Recently, a Congressional Subcommittee hearing on the housing crisis was held in Stamford. During this hearing sixteen housing and tenant organizations presented their testimony. Doug Thevner, head of the Stamford Housing Coalition, noted that fifteen years ago more people commuted into New York City from Stamford, but that now, the reverse is true.

> Based on information obtained from professional real estate appraisers and bankers, an individual would need to have an annual income of $30,000 in order to be able to purchase the cheapest converted one bedroom unit in Stamford at present mortgage rates.[5]

The vacancy rate in the city is near zero with the exception of luxury units, due to a low turnover rate and the economy.[6] According to Mr. Duffy of the Connecticut Department of Housing, housing production is at its lowest since 1945. Some single and multifamily housing units are being built at market value. However, new single-family houses are selling for $133,000 and new condominiums for $100,000. New construction of low and moderate-income housing is limited. Such organizations as Neighborhood Housing Services (NHS) and the Historical Neighborhood Preservation Program are providing loans for rehabilitation, weatherization, and paint programs. However, new construction is limited. New Neighborhood Inc. builds twenty low to moderately priced condominiums a year to sell for below $50,000. Community Development just received 28.7 million dollars to build 195 units of elderly housing and rehabilitate 26 family units. An estimate was made that no more than 200 market rate and subsidized housing units could be built a year.

In addition to the 1981 Master Plan amendments which are currently waiting approval, the Planning Department would like to implement a comprehensive zoning plan. Its implementation would take at least a year. The impact on Stamford of the zoning changes is unclear. Some feel that no major changes will be made, and that density and height standards are being brought down to levels which reflect the existing land use. Others argue that the new zoning regulations preserve the status quo. It is felt that developers will not be able to build low to moderate income family housing because land values are prohibitive and the new regulations preclude the construction of high-rise complexes.

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[5] Fair Rent Commission, Fair Rent Commission Annual Report, 1980-81 (Stamford: City of Stamford, 1982).

[6] Diane Johnson, Executive Director, Legal Services, testimony before U.S. Congressional Subcommittee on Housing, June, 1982.

The rental housing market is even tighter than the owner occupied housing market. As the Fair Rent Commission's Annual Report stated, the problem has continued to intensify. A study by the Commission found that out of 2,420 units there were 13 vacancies. No new rental housing has been built for ten years. During the past year Stamford suffered a new loss of rental units, due mainly to demolitions and conversions. Nineteen buildings containing sixty-eight units were destroyed. Although it was felt that some of these buildings were beyond repair, others could have been rehabilitated.

Condominium conversions have also had a detrimental effect on the rental market. The Fair Rent commission wrote that, during the past year, apartment buildings containing 405 units were converted to condominiums. Hence, the total number of conversions is 69 buildings which contained 3,110 units. This unit figure was recently updated to 3,153 during the Subcommittee hearing. It is felt that condominium conversion increasingly occurs because "the overhead costs for operating an apartment building have risen so rapidly over the past several years of high inflation, that the landlord must raise the rents enough to keep up with inflation and increases in taxes, fuel, utilities, and maintenance. If landlords are not permitted to make a reasonable profit, they will convert their buildings to either office space or condominiums."[7]

The amount of low and moderate rental units is extremely limited and the condition of units varies according to neighborhood. Diane Johnson of Stamford Legal Services testified that the wait for subsidized housing is 4 to 8 years.

One tenant organization in the South End and West Side said that both the quality of housing and the cohesion of the neighborhood are deteriorating. In the South End where the composition of the neighborhood is becoming increasingly Hispanic and Laotian, housing has been allowed to deteriorate and local food and department stores, necessary for the vitality of the neighborhood, are being closed or replaced by office buildings or factories.

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[7] Fair Rent Commission, Fair Rent Commission Annual Report, 1980-81 (Stamford: City of Stamford, 1982).

Currently, different housing groups and the Office of Community Development are exploring new ways to provide adequate housing for the city of Stamford. It is generally felt that, unless the federal, state, or municipal government takes a stronger role, no new rental housing will be built because of the expense. The two major programs currently being explored are accessory apartments and the San Francisco Plan.

An accessory apartment is a "subordinate use of a single-family home; an apartment within a house." Currently, accessory apartments are illegal in Stamford. The Community Housing Coalition is working for a zoning regulation amendment which would allow single-family homeowners to convert part of their homes to accessory apartments. The Coalition argues that accessory apartments would allow the elderly to keep their homes and also feel more secure. In addition, accessory apartments would allow young families to build homes by providing rental income which could be contributed to the cost of the house and the carrying charges. Finally, as the demand for rental housing increases and the supply declines, accessory apartments would provide living space for the growing number of young professionals who work in Stamford.

There are questions, however, about how many additional rental units would be added to the rental housing market. For example, one person argued that the existence of accessory apartments was already so prevalent that legalization would only create 500 more rental units.

Another plan which is currently being examined is the San Francisco Plan.

This plan calls for corporations moving into the area to contribute to the housing stock. The size of the contribution would depend upon the amount of office space being constructed. Generally, there would be seven or eight options that corporations would choose from in order to fulfill this requirement. In some cases this plan can make it more desirable for companies to build low-income housing units rather than high-income housing. For example, Pitney Bowes, in the South End, donated land for 30 units and TRIZEC agreed to donate $200,000.

However, state housing groups argue that the San Francisco Plan cannot work because corporations unwilling to contribute to housing can easily go elsewhere.

There are a number of organizations which are working to ameliorate the current situation. The housing coalition, which acts as a clearing house and meeting place, meets monthly. Such organizations as the Stamford Neighborhood Preservation Program, the Stamford Office of Neighborhood Planning, the Neighborhood Strategy Area, the Neighborhood Housing Service Program, the Tenement Housing Operating Fund, the Housing Site Development, ROSCO, New Neighborhoods, and others all participate in initiatives to meet the housing needs for low and moderate-income families. A summary of public/subsidized housing currently known in Stamford shows senior housing totaling 1,072, with rental assistance 648; public housing assistance 1,848, with rental assistance 1,848; subsidized housing 940, with rental assistance 940. Therefore, there is a total of 3,860 housing units in Stamford of which 3,476 have rental assistance.

If Stamford continues to grow in the manner indicated in this analysis, the trend will be toward more condominiums, smaller household size, and multi-family units. Unmet demand is perceived to be greatest for the elderly, young couples, and low to middle-income families. Unless more incentives and innovative programs are established for construction of this housing, Stamford will continue to have a housing shortage for the middle-income and low-income families. Increasingly, there will be competition for re-use of housing in West Side and

Waterside, with the market forces and current municipal policies supporting renovation and the upgrading of housing stock. There will be a concomitant rise in value - both rent and sales. Stamford in ten years may well be unaffordable for middle-income and low-income families. This situation will continue to have an increasingly negative impact on both the public school enrollment size and composition and a concomitant impact on its curriculum needs.

Regional Housing Market

When Stamford is viewed within the larger economic and housing market context of the region, five major findings emerge: (1) Stamford has experienced an inadequate supply of housing relative to potential demand for several decades; (2) the supply of housing which has been provided to Stamford residents is not of the right type and price, as production is skewed to relatively high-income households which are disproportionately made up of owners rather than renters; (3) households which are tied via employment to the city have located their residences in other jurisdictions throughout the commuter zone; (4) these households, relative to those accommodated by Stamford's housing supply, have a significant dependence level on public educational services; and (5) this loss of households, in addition to the displacement of middle and low-income households within Stamford due to residential redevelopment, will create future declines in public educational services in the future, as well as critical problems in securing future workers in the middle and low-income sectors of the Stamford economy. Each of these major findings is addressed below.

Regional supply/demand trends. For the past several decades, Stamford has experienced substantial employment growth and has captured 61.9 percent in 1970 and 59.3 percent in 1980 of the total employment in the Stamford SMSA. However, as shown in Table II - Two, growth in housing units has been significantly lower than the growth in jobs from 1960 to 1980. Given the current depressed character

Table II - Two

New Jobs to New Housing Units, 1960 to 1980, in Stamford and the Stamford SMSA

Area	1960 - 1970		1970 - 1980		Units to Jobs	
	New Jobs	New Units[1]	New Jobs	New Units[1]	1960-70	1970-80
Stamford SMSA	23,678	10,825	26,060	10,549	45.5%	40.5%
Stamford	12,431	6,352	13,310	6,104	51.1%	45.9%

Note: [1] Does not take demolitions into consideration.

of the housing market, it is expected that this gap will continue to widen in the 1980s. The data further suggest that it is not only the city of Stamford which is losing ground in providing housing for its work force, but also the entire SMSA.

A second way to view this relationship between the locational aspects of housing supply and demand is by analyzing work/residence relationships of the Stamford employment base. In 1980, only 64 percent of Stamford's employment base resided in the Stamford and Norwalk SMSAs. The balance of 36 percent was distributed as follows:

15% - Bridgeport SMSA
8% - Danbury SMSA
4% - New Haven SMSA
6% - Westchester/Putnam Area
2% - New York City/Long Island
1% - New Jersey[8]

When dispersion of employees' households is viewed in context of the type and price of housing in these commuter zone submarkets for middle and low-income households, both a push-and-pull force between Stamford and these submarkets is revealed. Here the "push" force is the low vacancy rate of the Stamford housing stock and the "pull" force is lower prices and rental rates in the outlying jurisdictions in the commuter shed.

Third, to demonstrate the acute shortage of housing supply in the Stamford area, a projection of housing demand and supply was made in 1979 by the Governor's Commission on Housing Problems in Southwestern Connecticut. The Commission projected a demand for the Stamford SMSA of 10,305 housing units by 1983, but a production rate of only 4,960 units. At this time, that production rate forecast appears unusually accurate, i.e., with two-thirds of the time period complete, 3,290 or two-thirds of the units have been completed.

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[8] South Western Regional Planning Agency, Data Book (Rowayton: South Western Regional Planning Agency, 1981).

In summary, the above assessment shows an historical deficit between employment growth and housing growth, a dispersion of households beyond Stamford and the Stamford SMSA throughout the commuter zone, and, due to the current recession, an acute shortage of housing to accomodate Stamford's employment base.

Current Regional Supply. A study of the current vacancy rates, the proportion of new rental units to total housing efforts, and a comparison of prices and rental rates reveals that newly constructed units in Stamford have not been of the right type or price. First, as is shown in Table II - Three, vacancy rates are extremely low throughout the region, reflecting the difficulty created by inadequate supply levels. Second, focusing only on Stamford, the number of renter occupied units increased by less than 3 percent (448 units) between 1970 and 1980, whereas owner occupied units increased by nearly 20 percent (3,485 units) during the same period.

Third, the price of units, in terms of sales or rents, places Stamford in a disadvantaged position to capture middle and low-income households. These comparative sales and price levels are shown in the following tables. In Table II - Four both with respect to new and existing units, average sales prices are lower in other SMSAs within the commuter shed. Similarly, with regard to rental rates, this relationship holds without exception in each of these types shown.

While the above data are presented as averages, it is even more revealing to analyze the distribution of sales and rents. In December 1979, a survey of this type was made by the Commission which showed that 81.2 percent of the new homes and 78.1 percent of the existing homes in Stamford sold for more than

Table II - Three

Vacancy Rates in Selected Study Area Towns
in 1980

Study Area Towns	Vacancy Rates, by Housing Type, in 1980		
	Total Housing	Single-Family Housing	Multifamily Housing
STAMFORD LABOR MARKET			
Greenwich	.7	.8	.5
Stamford	1.1	.8	1.4
NORWALK LABOR MARKET			
Norwalk	1.2	.8	1.6
Westport	1.0	.7	1.6
BRIDGEPORT LABOR MARKET			
Bridgeport	1.0	.4	1.5
Shelton	1.0	1.1	.1

Source: State of Connecticut, Department of Housing, Annual Housing Market Report: The State of the Housing Market, 1981 (Hartford: Connecticut Department of Housing, 1982).

Table II - Four

Average Purchase Price for Single Family Units by Selected SMSA in 1981

SMSA	New Units	Existing Units
Stamford	$ 142,000	$ 142,000
Norwalk	119,800	121,600
Bridgeport	73,700	84,000
Danbury	91,300	78,100

Table II - Five

Fair Market Rents by Unit Type in Selected SMSAs in 1981

SMSA	Fair Market Rents by Number of Bedrooms				
	0	1	2	3	4
Stamford	$ 289	$ 353	$ 419	$ 488	$ 552
Norwalk	274	336	399	464	526
Bridgeport	236	291	346	402	457
Danbury	267	328	389	452	512

Source: State of Connecticut, Department of Housing, Annual Housing Market Report: The State of the Housing Market, 1981 (Hartford: Connecticut Department of Housing, 1982).

$95,000.[9] With a median household income of $22,295 in Stamford for 1980, it is clear that current sales and rental levels in the city are beyond the ability of a vast majority of its households.

Housing and school enrollments. While home and rental price in Stamford are the highest among the SMSAs in commuting distance to Stamford, creating the "push" factor mentioned above, the quantity of housing production in outlying jurisdictions is a good indicator of the pull factor affecting Stamford workers. Table II - Six analyzes this production rate for the towns in the SMSA. Here, rates of housing replacement, i.e., added units minus demolitions, are higher in all cities outside of Stamford except for two - Darien and Westport. It should be kept in mind that these eight communities provide residences for only 64 percent of Stamford's work force. The balance reside in communities outside of these two SMSAs. Yet, when one assesses the Stamford housing market as a submarket within an even larger market of Fairfield County, its share of new housing starts has been significantly less than its larger neighboring SMSAs. For example, for the period 1970-1978, the submarket share of residential production for Fairfield County was as follows:[10]

Bridgeport SMSA -	35.0%
Danbury SMSA -	28.1%
Norwalk SMSA -	12.7%
Stamford SMSA -	20.7%
Non-SMSA Areas -	3.5%
	100.0%

It is further suggested that the housing replacement rate is inversely related

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[9] Governor's Commission on Housing Problems in Southwestern Connecticut, 1979.

[10] Ibid.

Table II - Six

Housing Stock and Unit Additions/Demolitions by Study Area Towns from 1970 to 1980

Study Area Towns	1970 Housing Stock			Net Units Added 1970 - 1980			Net	Percent of Net Added Units
	SF	MF	Total	SF	MF	(-Demos)	Total	To Housing Stock
STAMFORD LABOR MARKET								
Darien	5730	344	6074	466	0	- 51	415	6.8%
Greenwich	13318	5984	19302	1463	1450	- 147	2766	14.3%
New Canaan	4414	980	5394	714	352	- 86	980	18.2%
Stamford	17452	17855	35307	1501	4603	-1420	4684	13.3%
NORWALK LABOR MARKET								
Norwalk	15342	10204	25546	984	2838	- 621	3201	12.5%
Weston	2139	27	2166	582	0	0	582	26.9%
Westport	7680	743	8423	735	59	- 64	730	8.7%
Wilton	3767	168	3935	943	129	- 63	1009	25.7%

Source: South Western Regional Planning Agency, Data Book (Rowayton: South Western Regional Planning Agency, 1981).

to the rate of public school enrollment of each city, i.e., the higher the housing replacement rate, the lower the decline in public school enrollment. The thesis here is that declining household sizes yielding fewer school aged children can be offset by greater additions to the housing stock. This relationship is shown for the eight cities in the two SMSAs for the period of 1970-1980 in Table II - Seven. On the left side of this table the cities are listed by the rate of public school decline which they experienced over this period. Alternatively, on the right hand side, the cities are listed by their housing replacement rates. The correspondence of these two dimensions is generally consistent. Darien presents a major anomaly in this comparison, the reason for which is uncertain. Also, with respect to Stamford's and Norwalk's positions in the rank order of replacement rates, the replacement units are disproportionately influenced by condominium units or condominium conversions which typically contain households with fewer school aged children. Total condominium units by town are shown in Table II - Eight. Here it can be seen that almost 75 percent of the total number of condominium units of the two SMSAs are located in the cities of Stamford (49.4 percent) and Norwalk (25.3 percent). Also, with the exception of Wilton, these condominium units are disproportionately occupied by owners versus renters.

However, the past construction of condominium units tells only part of the story. The conversion of existing multiple family rental units to condominium units also impacts the household compositions and the number of school aged children. For areas such as Stamford which have a large stock of multiple family units of this type, the conversion process can be an ongoing problem affecting annually hundreds of households and even more school aged children. For example, the period between May 7, 1980 and November 16, 1981, 700 rental units were converted in the study area. Four hundred-ninety of these units (70 percent) were located in Stamford. Given the size of the multiple family stock in Stamford and the

Table II - Seven

Rank Order of School Enrollment Rates to Housing Replacement Rates 1970 - 1980

Rank	Percentage Decline in Public School Enrollment[a]		Percentage Increase in Housing Stock[b]	
1	Weston	-10.2	Weston	+26.9
2	Wilton	-11.6	Wilton	+25.7
3	New Canaan	-12.4	New Canaan	+18.2
4	Darien	-15.8	Greenwich	+14.3
5	Greenwich	-19.0	Stamford	+13.3
6	Stamford	-24.9	Norwalk	+12.5
7	Westport	-25.1	Westport	+ 8.7
8	Norwalk	-27.1	Darien	+ 6.8

Notes: [a] Covers the period from Fall 1971 to Fall 1979. The source for this data was: South Western Regional Planning Agency, Data Book (Rowayton: South Western Regional Planning Agency, 1981).

[b] The source for this data was Table II - Five.

Table II - Eight

Distribution of Condominium Units by Study Area Towns, 1980

Study Area Towns	Total Condominiums		Owner Occupied Condominiums		Renter Occupied Condominiums	
	Number	Percent of Area Total	Number	Percent of Town	Number	Percent of Town
STAMFORD SMSA						
Darien	-	-	-	-	-	-
Greenwich	1242	16.6	900	72.5	221	27.5
New Canaan	535	7.1	322	60.1	128	39.9
Stamford	3708	49.4	2462	66.4	908	33.6
NORWALK SMSA						
Norwalk	1896	25.3	1285	67.8	422	32.2
Weston	-	-	-	-	-	-
Westport	30	.4	28	93.3	2	6.7
Wilton	92	1.2	41	44.6	36	55.4
Total	7503	100.0	5038	67.2	1717	32.8

economic pressures due to employment growth, particularly in the occupational sectors which can outbid lower paying occupational sectors, this is likely to be a continuing problem in the 1980s. This is a problem that not only impacts moderate and low-income households in Stamford, but also the public school system and the city's firms and employers. This is more clearly seen below.

Housing and the Work Force. The scarcity of affordable housing affects not only the public school system, but industry itself. In addition, the types of comparisons made above between Stamford and its outlying commuting communities would have little meaning if the Stamford economy was stagnant and declining. However, as will be shown in the next section, this is not the case. At the end of 1981, the Stamford area unemployment rate remained at a level of 3.9 percent, while the overall rate for Connecticut was 6.3 percent and 7.9 percent for the nation (Connecticut Department of Labor, 1981). While in late 1981, manufacturing employment was edging up slightly, major growth areas were in retail trade and service industries. Most important at this time was the demand for sales workers.

> Sales work opportunities now abound in the Stamford area. Anticipating their early 1982 opening, two major department stores have begun recruitment of several hundred sales workers at their newly constructed facilities in the Stamford Town Center.[11]

A total of 1,061 job openings were made available in the last quarter of 1981 (40 percent-sales; 18 percent-clerical; and 14 percent-service occupations), of which 722 remained unfilled at the end of the year. Some of the difficulty in securing an appropriate labor force is related to the limited housing opportunities available for this work force.

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[11] Connecticut Department of Labor, Employment Security Division, Stamford Labor Market Review (Hartford: Connecticut Department of Labor, 1981)

This fact has been increasingly recognized by Stamford's industry. In February 1982, the Regional Economic Development Council of the Southwestern Area Commerce and Industry Association conducted a survey of local businesses and firms to assess their attitudes towards the relationship between employee recruitment and retention and the availability of middle-income housing. A summary of the study findings is as follows:

1. one of three employers have had turndowns by middle-income job applicants and one out of six have lost middle-income employees over the last two years because of the lack of suitable and nearby housing accomodations;
2. seven out of ten firms surveyed considered the lack of middle-income housing to be at least a moderately serious problem in the future and one-third thought it would be a very serious one;
3. the problem of the shortage of middle-income housing affects a higher percentage of firms employing more than 50 workers;
4. the housing units most preferred by middle-level employees would be rental units (51 percent), private homes (47 percent), and condominiums (27 percent);
5. in assessing the locational aspects of such units, a distance of 45 miles or one hour commuting time from Stamford was viewed as the outer limit; preferable location was seen to be within southwestern Connecticut and the remainder of Fairfield County;
6. middle-level employees were defined by the survey as those with incomes between $20,000 - $50,000 which comprised approximately 34 percent of the sample's employment base; this segment of the

> base was expected to "increase notably during the next three to five years."[12]

Relating the results of this study to the future of Stamford's industry and its public schools is difficult for two reasons. First, the survey focused on a large area including both the Stamford and the Norwalk SMSAs. Thus, its findings are not limited to Stamford. Second, whereas the survey focused on middle-level employees and middle-income housing, and the survey defined this income category to represent 34 percent of the employment base surveyed, it also revealed that lower-level employees, i.e., under $20,000 constituted 59 percent of the employment base for all firms surveyed, 48 percent for corporate offices, and 68 percent of all firms other than corporate offices. However, the housing relationship to this segment of the work force was not investigated. Given its size and its importance (sales, clerical, and service workers), such an assessment would prove worthwhile.

In summary, it has been shown above that housing, particularly for middle, as well as lower-level employees, is critically important to insuring a ready and qualified work force in Stamford. This work force, as it is accommodated in Stamford versus other outlying commuter towns, can benefit not only Stamford's future economic growth, but also its public school system. This future is addressed in the section below.

Future trends. In this concluding section, attention is focused on the future of housing and jobs in the Stamford and Norwalk areas and their relationship to public school enrollment. It is necessary for this purpose to project future trends in housing and employment over the next few years. While such analysis is available for employment for the projection year of 1990, this is not the case for housing. Also, due to resource limitations, it was not possible to construct a comprehensive housing market demand and supply model that could distinguish between general and effective demand and which was both employment and demographically based.

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[12] Regional Economic Development Council, Report and Recommendations of the SACIA Business Advisory Human Resource Panel (Stamford: Southwestern Area Commerce and Industry Association, 1982).

Consequently, relying exclusively on demographic trends and assumptions, a gross estimate of housing demand was constructed for the Stamford and Norwalk SMSAs for the period from 1980 to 1990. This estimate, it should be noted, is of overall demand, without respect to affordability and effective purchasing power. Secondly, the projections should be viewed as a liberal estimate of demand given the assumption made with respect to household size in 1990, i.e., household formation rates. Consequently, the demand projections hold their greatest significance in comparative versus absolute terms.

As shown in Table I - Nine, an attempt is made first to calculate the residual demand generated in the 1970s, but not met due to the recession and high interest rates. It is estimated, by comparing household increases, demolitions, and a low current vacancy rate to actual starts, that a residual demand of approximately 5,000 housing units currently exists. When this residual demand is added to estimated household increases and demolitions in the 1980s, a total demand of over 28,000 units is projected by 1990 for the combined Stamford and Norwalk SMSAs. As suggested above, this level of housing demand, better stated as housing need, will be used as a basis of a scenario to assess its future implications for Stamford proper. To do this, several additional analyses are necessary.

First, Table II - Ten has been constructed to show the housing production share of the Stamford submarket as an element of the larger metropolitan markets. It can be seen here that the city of Stamford has captured slightly over 36 percent of the total number of housing units produced in the two metropolitan areas over

Table II - Nine

Submarket Share of Housing Production
in Stamford and Norwalk SMSAs, 1970-1980

SMSA/Study Area Town	Number of Units	Submarket Share
STAMFORD SMSA	(10,549)	(62.7%)
Darien	466	2.8%
Greenwich	2,913	17.3%
New Canaan	1,066	6.3%
Stamford	6,104	36.3%
NORWALK SMSA	(6,270)	(37.3%)
Norwalk	3,822	22.7%
Weston	582	3.5%
Westport	794	4.7%
Wilton	1,072	6.4%
Total	16,819	100.0%

the past ten years.

Second, by looking at projected employment, a similar assessment of submarket shares can be constructed. Employment trends by sector and by town since 1970 have been developed for the Stamford and Norwalk SMSAs with projections for the years 1990 and 2000. Table II - Eleven shows the number of new jobs forecasted by town for each SMSA and the proportionate market share for each community. Overall, there is a general correspondence between the housing market shares depicted previously in Table II - Ten and the employment shares projected here for the decade of the 1980s. There are, however, some significant exceptions which are pointed out below.

A third analysis important to assess future housing trends concerns the physical land capacity to accomodate additional housing units. Such a study was developed by the Regional Economic Development Council (1982) as a part of the report previously cited in connection with the survey of local firms on the need for middle-income housing. Their assessment of holding capacity made the following major assumptions:

1. that all sites identified could be acquired;
2. that all sited were buildable within current zoning limitations;
3. that existing zoning classifications would remain;
4. that only sites on which ten or more units could be built were considered to achieve some economy of scale.[13]

Table II - Twelve displays the results of this survey which shows a gross holding capacity for the study area of slightly over 13,500 units. Here it can be seen that the city of Stamford is targeted for the greatest number of acres, sites, and units. What is particularly interesting is the relatively low density

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[13] Regional Economic Development Council, Report and Recommendations of the SACIA Business Advisory Human Resource Panel (Stamford: Southwestern Area Commerce and Industry Association, 1982).

Table II - Ten

Gross Estimate of Future Housing Demand in
the Stamford and Norwalk SMSAs

1970 - 1980			
Increase in Households	=	16,911	
Demolitions	=	2,452	(2.3% of 1970 Stock)
Change in Vacancy	=	2,425	(2.0% of 1970 Units)
Total Demand	=	21,788	
Total Units Constructed	=	-16,819	
Residential Demand	=	4,969	
1980 - 1990			
Increase in Households	=	20,729[a]	
Demolitions	=	2,772	(2.3% of 1980 Stock)
Change in Vacancy	=	---	(3.0% Vacancy Assumed Sustained)
Total Demand	=	23,501	
Total Demand			
Residential Demand 1980	=	4,969	
Projected Demand 1990	=	23,501	
Total Demand	=	28,470	

[a] Based on aggregate population projections by the South Western Regional Planning Agency (1981) and assuming a similar decline in household size as experienced from 1970 to 1980, e.g., 1970=3.35; 1980=2.90; 1990=2.45.

Table II - Eleven

Projected New Jobs by Town
Stamford and Norwalk SMSAs
1980 - 1990

SMSA/Study Area Town	Number of New Jobs	Share of Total
STAMFORD SMSA	14,525	61.9%
Darien	740	3.2%
Greenwich	3,940	16.8%
New Canaan	555	2.4%
Stamford	9,290	39.5%
NORWALK SMSA	8,990	38.2%
Norwalk	3,040	12.9%
Weston	430	1.8%
Westport	3,000	12.8%
Wilton	2,520	10.7%
Total	23,515	100.2%

Table II - Twelve

Holding Capacity for Additional Housing Units in Stamford and Norwalk SMSAs 1982

STAMFORD LABOR MARKET	Acres	%	Units	%	Sites	%	DU/ AC	Units/ Site
Darien	200	2.6	100	1.0	7	3.0	.5	14.3
Greenwich	1304	16.6	1299	12.8	72	30.9	1.0	18.0
New Canaan	1547	19.7	596	5.9	23	9.9	.4	25.9
Stamford	4790	61.1	8177	80.4	131	56.2	1.7	62.4
Subtotal	7841	100.0	10172	100.1	233	100.0	1.3	43.7
NORWALK LABOR MARKET	**Acres**	**%**	**Units**	**%**	**Sites**	**%**	**DU/ AC**	**Units/ Site**
Norwalk	243	7.6	1194	35.6	20	13.4	4.9	59.7
Weston	1400	43.9	700	20.9	36	24.2	.5	19.4
Westport	373	11.7	755	22.5	18	12.1	2.0	41.9
Wilton	1175	36.8	705	21.0	75	50.3	.6	9.4
Subtotal	3191	100.0	3354	100.0	149	100.0	1.1	22.5
Total	11032		13526		382		1.2	35.4

Source: Regional Economic Development Council, Report and Recommendations of the SACIA Business Advisory Human Resources Panel (Stamford: Southwestern Area Commerce and Industry Association, 1982).

of the identified sites. In the Stamford SMSA, the highest density is 1.7 units per acre (approximately equivalent to a lot size of 25,000 square feet). In the Norwalk area, the highest density is 4.9 units to the acre (approximately equivalent to a lot size of 8,800 square feet). The overall density of the "holding capacity" is between 1.3 to 1.2 units per acre or an average lot size of between 33,500 square feet and 39,600 square feet. This is a comparatively low density for urban areas.

It is appropriate at this time to bring these four separate pieces of analysis together, i.e., the general estimate of future housing demand, the past housing production shares, the future shares of new jobs, and the current estimate of holding capacity. Table II - Thirteen attempts to do this by showing the consequences of the projected demand as applied to past rates of housing production, projected employment shares, and current holding capacity constraints.

As mentioned above, there is a general correspondence between past housing production rates and future employment shares. Major differences, however are suggested in:

1. Stamford - indicating that the location of new jobs provides the city with opportunities to expand its future market share;
2. Norwalk - indicating that by virtue of a lesser share of new jobs, the opposite would be true;
3. Westport and Wilton - indicating, similar to Stamford, an opportunity to increase their housing market shares.

However, even more importantly, the relationship between the projected demand and the holding capacity is most striking. Even considering that the gross projections presented here are on the high side, their reduction by nearly 50 percent would be required to fit within the holding capacity constraints identified by the Regional Economic Development Council. The implication to Stamford

Table II - Thirteen

Disparity Between Projected Demand, Location of New Jobs, and Local Zoning in Stamford and Norwalk SMSAs

SMSA/Study Area Town	Past Production Share[a]	Share of New Jobs[b]	Current Holding Capacity Constraint[c]
STAMFORD SMSA	17,849	17,623	10,172
Darien	797	911	100
Greenwich	4,925	4,783	1,299
New Canaan	1,793	683	596
Stamford	10,334	11,246	8,177
NORWALK SMSA	10,619	10,876	3,354
Norwalk	6,462	3,673	1,194
Weston	997	513	700
Westport	1,338	3,644	755
Wilton	1,822	3,046	705
Total	28,468	28,499	13,526

Notes: [a] Past market shares (Table II - Nine) times projected demand (Table II -Eight).

[b] Future share of new jobs (Table II - Ten) times projected demand (Table II - Eight)

[c] Data obtained from Table II - Ten in this chapter.

and the other communities should be clear. In order to meet the housing needs of current, as well as future employees, more land at higher densities will have to be made available. Further, whereas interest rates over the past three or four years have been the single most important constraint to housing production, it is likely that land availability (suitably zoned land) will take its place as interest rates come down.

Finally, as suggested earlier in the analysis, there is a need within the city of Stamford to be concerned not only with housing for middle-income employees, but with housing for the lower-level employees. The mix of Stamford's employment has changed substantially over the past ten years and it is expected to change even more substantially over the next 20 years. In terms of employment mix, the sectors expected to continue to lose their shares within the Stamford economy are: manufacturing, construction, and government. On the other hand, the sectors of retail trade, finance, insurance and real estate, and services are expected to make substantial gains.

These trends are expressed in terms of new added jobs to the Stamford economy from 1970 to 2000 in Table II - Fourteen. In all sectors, Stamford's share of the SMSA totals are substantial. In absolute terms, i.e., actual jobs, for the period 1980 - 2000, retail trade and service jobs represent nearly 98 percent of the net jobs added. Assuming that middle-level employment ($20,000-$50,000) represents 34 percent of the current work force and the lower-level employment (less than $20,000) represents roughly 60 percent of the work force, it is clear that much of the future demand for housing must be satisfied by housing within the price range of these income groups.

Conclusion

The major findings of this analysis are as follows:

Table II - Fourteen

Additional Jobs by Sector in Stamford and the Stamford Labor Market Area
1970 - 2000

	Number of Additional Jobs-Stamford				Number of Additional Jobs-Labor Mkt.				Stamford's Share			
Sector	1970-80	1980-90	1990-2000	1980-2000	1970-80	1980-90	1990-2000	1980-2000	1970-80	1980-90	1990-2000	1980-2000
Manufacturing	-1010	520	-200	320	1250	1010	250	1260	0	51.5%	0	25.4%
Construction	960	-1170	-200	-1370	1610	1350	- 250	-1600	59.6%	(86.7%)	(80.0%)	(85.6%)
Trans., Comm. & Utilities	700	140	100	240	690	225	210	435	101.5%	62.2%	47.6%	55.2%
Trade	4990	3850	1500	5350	7730	4910	2150	7060	64.6%	78.4%	69.8%	75.8%
Finance, Ins. & Real Estate	1190	920	500	1420	2880	1900	1150	3050	41.3%	48.4%	43.5%	46.6%
Service	4970	5270	1500	6770	9340	8440	3880	12320	53.2%	62.4%	38.7%	55.0%
Government	1510	-240	-120	-360	2560	-610	-210	-820	59.0%	(39.3%)	(57.1%)	(43.9%)
Net Total	13310	9290	3080	12370	26060	14525	7180	21705	51.1%	64.0%	42.9%	57.0%

Source: South Western Regional Planning Agency, Data Book (Rowayton: South Western Regional Planning Ageney, 1981).

- The city of Stamford has experienced an inadequate supply of housing relative to its potential demand for at least the past two decades.
- The housing supply produced in Stamford has been skewed to higher income households with the consequence of much of Stamford's work force residing outside of the city where housing is generally cheaper and more suitable.
- Those households lost to the city of Stamford have a relatively higher dependence on public schools due to household composition.
- The inadequacy of the supply to produce lower cost housing detracts substantially from the ability of Stamford's industry to attract and retain appropriate workers.
- The ability of a community to add new housing units is related in an inverse way to the amount of decline in public school enrollments that it will experience.
- By virtue of the new jobs projected for the city of Stamford the city has an opportunity in the 1980s to increase substantially its market share of new housing.
- Aside from high interest rates, which appear to be declining, the amount of suitably zoned land at appropriate densities appears to be a major constraint of the ability of Stamford and other communities to meet their housing needs.
- At the same time, due to significant projected growth in the retail trade and service employment categories, the production of housing suitable for this employment base

will be necessary in order for Stamford to increase its share of housing production.

In conclusion, to the extent that the rate of housing production in Stamford is achieved, there will be a positive association with public school enrollment. However, critically important changes are required to achieve this production rate. Aside from the solutions presented in other reports, particularly those advocated by the Governor's Commission (1980) and the Regional Economic Development Council (1982) concerning housing affordability, the present study points to the need to revise local zoning ordinances to insure an increased holding capacity to meet the housing needs of area workers. If this is accomplished, as has been shown in this report, all will benefit: Stamford's industry as well as its schools. On the other hand, if these changes are not made, both the city's industry and its schools will face increasingly complex problems in the 1980s.

III. SCENARIO ANALYSIS

Overview and Context

Planning for public schools begins with an understanding of the context for education, i.e., those factors which influence the nature and direction of public education. The Stamford Educational Public Policy Impact Study identified and studied six major factors which impact on the city's learning institutions - population, land use, housing, the economy/labor market, transportation, and the city's fiscal situation. By exploring the implications of policy across six areas and measuring changes manifested in the analyses of demographics, housing and land use patterns, fiscal and economic indicators, and the labor market data, the study addressed the impacts of change on the future of public education in Stamford.

How interrelated these elements are has been demonstrated in the chapters prior to this one. The nature and requirements of the Stamford labor market influence, and are influenced by, the type and range of available housing. In turn, housing patterns have a decided effect on the city's resident population, which, in turn again, determines in significant measure enrollments and program requirements in the Stamford Public Schools.

With these quantifiable factors forecasted and accounted for in the "external" environment, the policy environment was addressed. Policy variables stem from decisions within the public and private sectors that have an influence on the school system, viz., those of such agencies in the public realm as the Stamford Education Planning Committee (its Master Plan, specifically) and the Zoning Board (its proposed Zoning Ordinance). In addition, there are the mandates of the state and federal departments of education. These interests plus those of the school system, the community, and public interest groups in Stamford create a specific policy context within which the external elements (demographics, housing, and land use patterns, etc.) are altered.

In this study, the method by which data and policy are fused into projections of educational requirements is that of scenario analysis. This is a procedure by which the information collected about each external element is integrated with policy assessments by postulating different futures or scenarios of what might happen.

In this chapter, the Study Team has developed two scenario analyses and discussed the impact of each on the future of public education in Stamford. The first scenario assumes that all current trends will continue: what will happen if, in fact, no changes in public policy are made, nor significant changes within the private sector occur. The second introduces the probable impacts of the proposed Master Plan and Zoning Ordinance as these might affect Stamford's growth, and thus, its educational system.

Scenario One: No Policy Changes

If current trends continue, Stamford will become a city of less diversity and more wealth. Growth, it is expected, will taper off and solidify. In fact, there is a very real possibility that a decline will begin from this high point on into the next twenty years. Primary among the factors that tend toward that direction are the high cost of land, the tight and expensive housing market, and the congestion on local streets and within the regional transportation system.

One critical result might be that corporations will become less interested in locating in Stamford. The labor supply necessary for "home office" activities will not come from the local community: there will be a lack of affordable housing for these workers. If aggravated enough, the situation might force current resident corporate offices to reconsider renewals on their leases.

Constraints in the labor market locally are closely related to the land use and zoning policies of the city, as well as to the housing supply. Lower-income rental and owner occupied dwellings that are being upgraded are being offered at current market values, pricing them beyond the means of current tenants and owners. While there is an attempt to renovate and to maintain dwellings for low and middle-income families, the number of units involved is not expected to have a large effect on the overall housing market.

Those most able to pay will be those who get new or newly converted housing. These include particularly single persons in the 25 to 34 year-old age group, whose numbers have increased in the last ten years and are expected to increase even more over the next twenty. Stamford's population will become less diverse, dominated by citizens of higher education and wealthier lifestyles.

Currently, commuters are traveling from New York City to Stamford, as well as from Newtown, Shelton, and other communities fairly distant from the city. The Danbury-to-Waterbury corridor, however, has become the second fastest growing area in Connecticut in terms of job growth. The industrial land differential is illustrative: $125,000 for an acre in Stamford; $10,000 for one in Seymour. Interstate 91 is becoming more attractive, particularly in the Meriden-Wallingford area. There is sufficient housing available there and a highway with adequate access and capacity. (Parenthetically, Hartford is also being constrained by the same factors. As a result, Aetna is actively supporting construction in the Meriden-Middleton Area.)

One consequence of the cost of housing in Stamford is that people commute to the city, but buy their homes elsewhere, such as in Danbury. Potential buyers are being advised to forego Stamford, unless they have a $40,000 a year income or higher. Top-level executives can afford these prices, but not the secretaries, office managers, and computer programmers, among others. Prime corporate clients have been advised to bypass Stamford, it is reported, because of the possibility of an insufficient secretarial labor pool and insufficient lower middle-income rental housing. The low and middle-income families have been and are being squeezed out. Testimony during a recent Senate Subcommittee hearing, offered the opinion that only a high income and a subsidized population will be left in the city.

Given the low levels of subsidized housing currently being built, there will be no significant housing alternatives available to a person seeking a home.

To compound this problem, Stamford is also surrounded by communities with some of the most expensive housing in the Northeast. The closest area in terms of affordability to the general population is Bridgeport. With a total of six million square feet of office space still envisioned for Stamford, there seems to be no answer to the question of where the clerical and technical labor force will live.

In many respects, Stamford has reached its capacity under current zoning. The industrial and corporate office space infrastructure is complete. With no available large lots of land, it is unlikely that there will be the same corporate Fortune 500 growth that there has been. There will likely be no new industry. Manufacturing, in fact, contributes a relatively small portion to the city's economic profile, but in addition, there is not the labor force to supply industry. The industrial work force, on the average, is an older one; soon retirements will be substantial and will occur within a narrow time frame. Like the demand for office workers, the same question applies within the manufacturing realm: where would the new, younger workers come from, and equally important, where would they live? The nearest town with affordable housing for the manufacturing segment of the labor market is Shelton. People will be commuting longer distances. Persons who buy or rent with incomes in the $30,000 to $40,000 range must go to Bridgeport, Norwalk (when housing is available), or Shelton. There is no available housing in Greenwich or Darien.

What is available for the development in Stamford is this: North Stamford, but there is no sewage system. South of the turnpike elevated highways and an air pollution problem from congested downtown traffic may limit more development.

Compounding Stamford's more recent growth constraints are those of highways and transportation. The automobile is the preferred means of mobility, but the city suffers from clogged roadways, enormous traffic problems, inadequate access ramps to the Merritt Parkway, congestion on the Long Ridge Road (the north-south transverse), and strip development in the mid to northern area of the city with difficult - and dangerous- access to the stores. And lastly, the city, with taxes increasing this year, is under pressure to limit municipal spending, which would make public initiatives to address these constraints less likely.

Corporation heads can still afford to live in Stamford, but a large portion of the labor pool cannot. Families with more than one child are also having a hard time finding appropriate housing. The "working poor" find it even more difficult; the very poor and the immigrant are being pushed out.

With housing such a critical dimension in Stamford and across its neighborhoods, and given its role as the prime determinant of the school population - who goes to the city's schools, after all, but the children of the people who live in Stamford? What follows is a summary description and projection of housing characteristics in the eleven study neighborhoods.

Overview. The high density of the downtown area is spilling over into the surrounding neighborhoods. Glenbrook, particularly, is taking on the characteristics of Mid-City in terms of land use and housing. Many of the neighborhoods have reached their capacities, but unless there is some external force or a major shift in living conditions, the residents within them prefer to stay where they live. Among these stable neighborhoods are Springdale, Glenbrook, Turn of the River/Newfield, and Westover. There are several community development target areas within neighborhoods and local housing development organizations. These are to be found in Mid-City (Adams Green), West Side, and the South End. Some redevelopment activity is also being pursued in East Side-Cove. Such areas have gone through a period of decline and "disinvestment," and have experienced an in-migration of minorities, predominantly Spanish-speaking peoples and Haitians, whose numbers have doubled in ten years.

Mid-City. Housing and land use densities are appropriate to a downtown area. It is felt this generally prosperous area will have an upgrading effect on the adjacent urban renewal district, as well as one of promoting the cleanup of other adjoining neighborhoods.

Glenbrook. This is an area that is being "gentrified," that is, being settled by younger, upwardly mobile professionals or executives, who have the incomes to purchase the increasing number of condominiums being developed or the homes coming onto the market at accelerated prices. Long-term residents, many retired, continue to live in the neighborhood. There are a number of development opportunities. With no focal identity necessarily its own, Glenbrook takes on many of the characteristics of adjoining neighborhoods (Mid-City and Springdale).

East Side-Cove. This area will also be gentrified. It is urban near Dolphin Cove, but also has small acreage housing near the accessible beaches. It is similar in its transition to Glenbrook at its southern end where condominium development is occurring.

Shippan. The Connecticut Turnpike and the railroad serve as barriers to the area. Motorists cannot go into Shippan with ease. Shippan is stable in its housing and population. It is also the neighborhood which sends the most children to nonpublic schools (40 percent).

South End. The South End has declined rapidly. Industrial and office use is displacing the traditional local commercial activities. Residents, in fact, must leave the neighborhood to shop. While its population reflects the highest percentage of change in the city, it is nevertheless small in absolute numbers. The housing stock is deteriorating and is, perhaps, the worst in the city. The most recent influx of residents has been Haitian.

Waterside. Waterside is divided in terms of housing. The southern portion of census tract 223 most resembles Greenwich, a town with which Waterside residents identify. The upper portion of the neighborhood has been targeted for renovations by the Community Development Block Grant Program.

West Side. There appear to be two distinct neighborhoods to the West Side, one industrial, the other residential, which coincide with its two primary census tracts. Some $27.8 million is targeted for elderly housing in this area. The West Side currently includes many smaller industries; there is not much other developable land. The area's zoning allows for high-rise construction, which likely will occasion distinct shifts in residential housing. Recent revaluations affected long-term homeowners markedly with increases ranging from 60 percent to 70 percent.

Westover. A neighborhood comparable to Turn of the River and Springdale, with a wide range of housing, predominantly single-family. Westover, with the major north-south transverse highway (High Ridge Road) has among the city's most heavily traveled streets. Some corporation headquarters are located in the area.

Turn of the River/Newfield. An older, stable population will characterize Turn of the River/Newfield with much of its school age population grown up. Housing in the area is not only owner occupied, but without mortgates.

Springdale. Characterized as well by long-term homeowners, it is expected that Springdale will develop into a stable residential neighborhood with an older population after children have finished school. Springdale's school population includes about 20 percent of the 5 to 14 year-olds who attended parochial school.

North Stamford. One factor which lends to North Stamford's stability is its physical land characteristics, which, in fact, make large-scale development difficult. Nevertheless, the area is composed of medium-large to large dwellings, which have had many accessory apartments (as many as 500, it is estimated) illegally built onto them. There appears to be a fairly high turnover of housing in the area.

Scenario Two: Implementation of the Proposed Master Plan

The objectives of Stamford's proposed Master Plan include:

- coordinating the capital improvement programs to provide for management of growth
- proving adequate housing
- dealing with the growing business sector
- maintaining the quality of life
- and preserving employment sources for blue collar workers

The plan identifies four issues as a result of the office growth and development in Stamford: displaced housing units, increased housing costs, taxed city services, and increased traffic problems. Relatedly, increases in the population of young adults and the elderly are described also for their demand on city services and restrictive effect on the housing market.

However, the Master Plan, as proposed, along with the proposed zoning ordinance amendments, does little more than legitimize current land uses, adapting to current change, rather than introducing incentives to alter growth patterns. The Plan does recommend adjustments in allowable density. That is a significant change which primarily affects residential uses. The greatest heights and most intensive use of land is encouraged in the Mid-City area. As one moves out from the center of town, there is prescribed substantially decreasing densities and height limitations.

The Stamford Master Plan encourages a lower population level, largely as a result of the emphasis on reduced densities. However, the study recently completed to determine the city's "holding capacity" did not incorporate the potential for in-fill development nor the construction of illegal accessory apartments (units built to accommodate other family members, for example). While the 1981 amendments do not attempt to reduce density, they do not provide for mechanisms or incentives to see the goal accomplished, one key element of which is the Floor Area Ratio. While this critical tool (FAR) in setting densities is not prescribed in the proposed Master Plan, there are specified height requirements. And, the plan does set limits on minimum group space.

A separate scenario for the implementation of the Master Plan amendments is moot when it appears to freeze the status quo for Stamford. There are few or no incentives for low to middle-range income housing, in fact, the opposite effect may happen. Reducing the allowable densities will escalate prices. People with the incomes to buy market value housing will drive out those without. The lower-middle and lowest level income brackets' entire housing market could easily disappear. Directly affected will be entry level workers, family housing, and the supply of workers in the labor market, especially at the blue collar level, which seems contrary to a Master Plan objective.

If, in fact, the professional workers push out blue collar workers in the lower-middle and lower-income working groups, the effects on school enrollments will be direct: neither minority, nor immigrant, nor family populations will be able to afford to live in Stamford.

The assumption on the second scenario must be this: the net effect of current trends and forces on Stamford will be the same - perhaps more intense, in certain respects- as in the first scenario.

Scenario Analysis: Impacts on Education

Two scenarios have been developed by the Study Team, based upon current trends and policies in demographic analysis, land use, transportation, housing, economic and labor market trends, and the city's financial situation. Scenario One addresses the reality of a Stamford continuing along the same policy dimension as it has charted. The second scenario examines the implications of this portrait as it is affected by the proposed Master Plan and Zoning Ordinance. Both scenarios tend to draw the picture of a wealthy, less diverse, and congested city, with its fragile environment under attack, its neighborhoods becoming increasingly gentrified in response to market forces in housing and an ultimate stultification of the corporate sector growth due to the very problems that success of Stamford has brought with it - no housing, traffic congestion, no exiting urban downtown core.

Changes in population, the housing and labor markets, and finances directly impact upon educational programs and services. These effects and the future of public education in Stamford were the topic for discussion in a Scenario Analysis III, which also served as an excellent synopsis for prior discussions and treatments.

The past ten years have seen a dramatic shift in the Stamford population. While the overall school age population declined by 6 percent, the minority population, specifically, the Spanish-speaking and Asian-American populations, have increased substantially. The number of elderly persons has increased by 22 percent, as has the young, usually single, adult population 20 to 34 years old (by 18 percent). Additionally, changes in characteristics such as marital status and income levels are significant; there was a 10 percent increase in the number of separated persons and a 134 percent increase in the number of divorced persons. Due to high housing market values and location of the growing corporate sector in Stamford, it has been suggested that in the near future the population might consist of the upper and upper-middle income, and the poor, which would result in fewer families, smaller households, and the displacement of the working poor and middle-income families. While that statement is a projection, it is an assumption based on trends and the direction of change.

In order for Stamford to preserve the characteristics which drew people here in the first place, participants suggested during the second scenario analysis discussion that the city adopt a philosophy of shared community that would recognize the needs and values and appreciate the skills and talents of a diverse population. That philosophy, it was offered, should be considered in planning for educational programs and services.

With regard to the programs and services emanating from the school system, the notion of addressing the basic needs of a changing community was suggested, as well as promoting the awareness that diversity is healthy and encouraging participation and involvement of those not usually directly part of the planning for educational programs and services.

The increase of minority populations warrant additional bilingual and English as a Second Language (ESL) programs, as well as service personnel (social workers and counselors) fluent in the minority languages to facilitate and guide students toward appropriate academic and career-oriented programs and courses of study. In addition, it is felt that "Transitional" programs which provided the opportunity for children to become acculturated into American society are necessary.

With the increase of single-parent and two-parent working families, there is a need to provide services such as a full-day kindergarten and structured, relevant extended school-day activities, especially at the elementary level. The latter could include offerings, such as creative dance, movement, sewing - run by a volunteer corps within the community with school department personnel acting as supervisors.

Another suggestion offered was to structure a child-care center as part of the curriculum at the high school level, preparing students early for careers in childhood education, while offering a learning environment for young children and a service to the parents and high school students as well.

In the past 10 years Stamford has changed from a suburban town to an urban center. Educational standards and expectations should be adapted to fit rapidly changing needs and demands. This means that administrative and teaching personnel will need assistance in making such transitions as well. Extending the classroom environment and curriculum to include "experts" from business, or volunteers from the community into the classroom can be threatening, but the thrust is that of enhancing the curriculum, not replacing it. Staff training for teachers and support personnel can be the point of departure for expanding upon the value and awareness of cultural diversity and the skills and talents of other people. Reciprocally, developing methods to introduce the importance of college preparatory and job training programs - as well as the more social aspects of school life such as extracurricular activities - are aspects of the educational system to which new arrivals to the Stamford education system should be exposed.

Participants felt that including the community directly aided not only the students, but also the schools by developing a constituency. Volunteers are key to school-community interaction. The assumption, for example, that elderly would have little interest in involving themselves with schools has often been refuted, provided that the participants feel the contribution they are making is a real and worthwhile one. Simply in terms of their growing numbers and their life experience skills, older persons often prove themselves a valuable resource to schools. The range of possibilities is large, from retired business people and executives who could serve as advisors to the business or vocational curriculum, to after school activities such as cooking, sewing, crafts, etc.

Stamford, the Scenario Analysis discussion revealed, will have to compete for students, given current trends toward private schools. In order to keep the public schools in the running, efforts at providing, enhancing, and promoting the school system's strengths should be undertaken. Among incentives mentioned to make public schools an attractive choice to students were:

- an emphasis on college preparation, advanced curriculum, and support services; or, a broad range of career education alternatives and the opportunity for "hands-on" experience through internships. volunteer job corps placements, and Project Business
- a commitment to small class size and a low student-teacher ratio for individualized instruction
- education options such as access to magnet schools
- a wide range of extracurricular activities
- and, in general, a focus on what private schools are less able to offer. Participants felt that the quality of the Stamford School System is already good and that there is a sound basis for positive public relations already in place

Potentially one of the most significant influences on the direction of Stamford public education is that of the changing labor market. Scenario Analysis II reviewed the impact of changes: 68,560 people work in Stamford, a 27 percent increase since 1973; in the ten years up to 1980, office space in the city nearly doubled, and the following year it increased by 42 percent; the primary labor market shifted into fields such as transportation, utilities, wholesale trade, finance, insurance, real estate, and legal services.

The study revealed the emergence of three labor markets in Stamford, showing that what may have worked in the past in school curriculum is not sufficient for the future. Programs, it was felt, must be adapted and refined based on the needs identified in the employment sector's growth areas. Recommended was the involvement of industry and corporation executives, not only as occasional featured speakers but as participants on such study groups as the Business/Industry Advisory Committee and the Occupational Skills Committee. Members would serve not only as referrals and contacts, but as advisors in the creation of new, and the revision of existing, curriculum. Theirs would be the catalytic role between the school system and Stamford business and industry. One specific - and challenging - contention made by a representative of employers was that the technical skills of high school graduates were less of a concern than the lack of a work ethic among them, which would suggest a very specific area that might be addressed in internship and job training programs.

Not only is the school system faced with deciding on the type of information that should be taught, but also the organization and appropriate age levels at which to communicate most effectively. It was suggested that students do not usually make career choices until they are 18. Even though Stamford has the lowest unemployment rate in the state, there are pockets of unemployment, primarily among those students who do not continue with post-secondary education. Such students need skills and job counseling and placement, especially with the economy now moving strongly into the nonmanufacturing modes. Employers are looking for a high level of technical skills in their future employees. Participants also noted that adults do not often face career decisions until they are 25 to 30 years old. Adult education programs which serve this segment's needs could be designed by a joint private sector and school system effort, such that there would be a responsive mechanism to help alleviate the shortage in the primary labor market.

Finally, the question arises as to how best to implement an effective career education model once relationships and ongoing dialogue with the private sector have been established. There seems to be little or no dispute about the need for computer literacy for grades K through 12. At the elementary school level, exposure, through speakers and field trips, to a wide range of career options seems appropriate. Admittedly 13 years of age is too early for a student to make career decisions, but the middle school years might be an optimum time to introduce students to "themes" in the world of work, again in tune with the needs of the labor market as identified by the private sector.

For high school students, current growth areas are indicated in the fields of health, science/high technology, retailing, hotel management and business management, among many others. Again, relevance to the needs of local employers is required, as well as a watch on trends and growth areas on a national level.

APPENDICES

APPENDIX A

WORKING PAPERS FOR
STAMFORD EDUCATIONAL PUBLIC POLICY IMPACT STUDY

Preliminary Report, Objectives A and B: Social and Physical Policy Environment (April 30, 1982)

Preliminary Report, Objective C: Client Group Analysis (May 31, 1982)

Preliminary Report, Objective D: National Policy Trends (May 31, 1982)

Final Report, Objectives A and B: Social and Physical Policy Environment (June 30, 1982)

Final Report, Objective C: Client Group Analysis (July 31, 1982)

Final Report, Objective D: National Educational Trends and State and Local Implications (July 31, 1982)

Preliminary Report, Objective E: Issues and Concerns about Stamford Schools (July 31, 1982)

Preliminary Report F: Scenario Analysis (August 31, 1982)

Population Supplement (August 31, 1982)

Final Report, Objective E: Issues and Concerns about Stamford Schools (September 30, 1982)

Final Report, Objective F: Scenario Analysis (October 15, 1982)

Facilities Utilization Plan (November 10, 1982)

APPENDIX B

METHODOLOGY FOR POPULATION PROJECTIONS

A summary of the methodology for the population projection component of this study, which predicts the size of the school age population based upon the mathematical method of cohort survival, is presented in this appendix. The projections are predicated upon the assumption that the various policy elements in Stamford, such as housing, land use, the physical environment, and the economic/labor market will remain the same as today.

Methodology

The population projections were calculated for each neighborhood of Stamford by the cohort survival method using intervals of 5 years from ages 0-4 to 85 years and older. In addition to the original population for the projections (taken from the U.S. Census of 1980), the method uses survival rates, fertility rates, and migration factors. The procedure used for estimating the total population of each neighborhood by ten year intervals from 1980 to 2000 is described below.

Survival rates. As listed below, the data used were values for the state of Connecticut. Statewide data were utilized since survival rates do not change significantly from the state to the local level. In addition, the use of a larger region improves statistical confidence levels:

- 1970 population by sex and age cohort (U.S. Census of Population, 1970)
- estimates of population by sex and age cohort for each year from 1971 to 1978 (Connecticut Department of Health Services, Department

of Health Statistics)

- births by age of mother for each year from 1970 to 1978 (Connecticut Department of Health Services, Division of Maternal and Child Health)
- deaths by sex and age cohort for each year from 1970 to 1978 (Connecticut Department of Health Services, Division of Health Statistics)

The computation for survival rates by sex and age group for the periods, 1970-1974 and 1975-1979, was completed in the following manner.

(1)Death rates were computed for each year, 1971 to 1978 by sex and age cohort, dividing the observed deaths in a specific year by the population (if the same group and sex) estimated for the same year.

(2)Mean death rates were calculated for the two periods, 1970-74 and 1975-78, by determining the mean values resulting from (1).

(3)For a five year period, the survival rates were computed, subtracting the mean death rate per year from unity which gives annual survival rates and calculating the 5th power of this value.

Fertility Rates. As indicated below, the data used again represent values for the state of Connecticut. These data were selected because fertility rates should be calculated using an annual estimate of the population by age cohort. These values were only available for Connecticut.

- 1970 population by sex and age cohort (U.S. Census of Population, 1970)
- estimates of population by sex and age cohort for each year from 1971 to 1978 (Connecticut Department of Health Services, Department of Health Statistics)
- births by age of mother for each year from 1974 to 1978 (Connecticut Department of Health Services, Division of Maternal and Child Health)

The computation of fertility rates was completed in the following two-step process.

(1)Fertility rates are computed for each year from 1974 to 1978 for each age cohort, by dividing the observed births by the estimated female population in the cohort. The value obtained is then multiplied by 1,000 to determine the rate per 1,000 families.

(2)To obtain an estimate of the fertility rates for a five year period, the yearly fertility rates computed in (1) for each year of 1974-78 are added together.

Migration factors. The natural increase of the population from 1970 to 1980 was determined for each sex and age cohort greater or equal to four years old by using the survival rates for Connecticut which were computed earlier. The natural increase of the population for that same period was determined for the cohort 0-4 years old by using the births observed in Stamford for each year from 1970-1978[1] and the survival rates for that cohort which were computed before, corrected for the 4, 3, 2, and 1 year-olds for the births in 1971, 1972, 1973, and 1974 respectively.

The natural increase of the population computed above and the 1970 U.S. Census data for the population by sex and age cohorts were used to estimate the component of the 1980 population due to natural increase. The migration factors were computed by dividing the population of Stamford given in the 1980 census by the population estimate obtained in the previous step.

Survival rates, fertility rates, and migration factors for nonwhites and blacks. The survival rates for the total population of Connecticut as computed above are used, since death rates do not depend much on race. However, adjustments were made in the computation of fertility rates and migration factors for nonwhites and blacks. Since nonwhite estimates for the female population in Stamford were not available for each year from 1970 to 1978, the ratios of nonwhite females to total females in 1970 for each cohort were computed. These computations were used to estimate the number of females in each cohort in each one of the years from 1970-1978, assuming that the same ratios are maintained. Fertility rates for blacks are taken as equal to those of nonwhites. The rest of the computations proceed as before. Migration factors for nonwhites and for blacks are computed for the total population except that the births for blacks in Stamford for 1970-1978 are computed by projection of the first cohort (0-4 years old)[2], using the black population of Stamford in 1970, the survival rates for Connecticut, and the fertility rates for nonwhites, because the actual observed values were not available.

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[1] Since data were not available for 1979, it assumed the same value as 1978.

Population projections. For projection of population by sex and age cohort in each of the 11 neighborhoods of Stamford, the cohort survival method is used in intervals of 5 years from 1970 to 2000 from the cohort of 0-4 year-olds to the cohort of 85 years and older and the survival rates, fertility rates, and migration factors computed as outlined above.

The population of the 0-4 year-olds in the final year of each period is computed from estimates of the births in each one of the years in the period computed from the female population at the beginning of the period by multiplying by the fertility rates, the migration factor, and survival rates, with the latter being corrected to 4, 3, 2, and 1 year-olds for births in the second, third, fourth, and fifth year of the period considered. The population of the 0-4 year-old group was estimated in this way, and subdivided into male and female according to the approximate female to male ratio of .945.

The population 85 years old and older is estimated by multiplying the population initially in the 80-84 cohort by corresponding survival rates and migration factors and adjusting the result. The intermediate cohorts are projected by multiplying the population initially and in the preceding cohort by the corresponding survival rates and migration factors.

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[2] Component due to natural increase in population

The total population was projected according to two different scenarios:

Scenario I:

The projection was based on overall trends for total population without differentiating between racial groups.

Scenario II:

The projections of white and nonwhite population were calculated separately, each one based on observed trends of the corresponding group. Projected total population was taken to be the sum of these two components.

The projections corresponding to the first scenario give, in general, values for the total population which are significantly below the values obtained under Scenario II. This is a consequence of the much higher fertility rates for nonwhites than for whites, which result in higher projected values than when using the average fertility rates for the total population. The black population was projected separately and its result was not used for the projection of total population since that would require the ability to project the nonwhite and nonblack[3] population, for which data were not available.

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[3] This term refers to the population in the group of nonwhites which is not black.

APPENDIX C

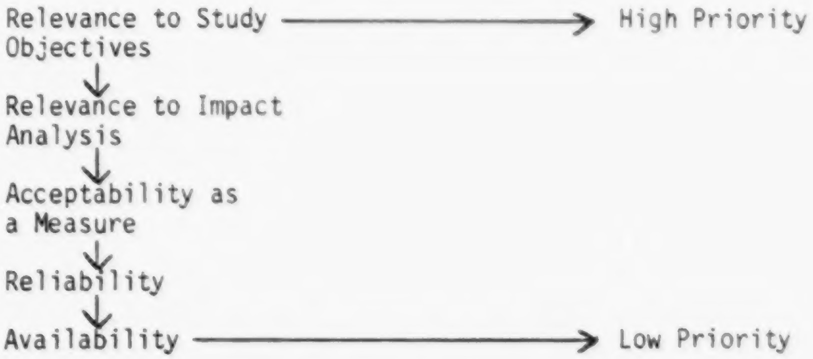
SOCIAL INDICATORS METHODOLOGY

Methodology

The indicators for this analysis are based on the study design and are intended to describe and analyze several areas of concern (population, housing, land use, economics, education, and service characteristics) and the ways in which they affect the future of public education in the city of Stamford. The following figure specifies the criteria used for the identification of indicators.

Figure C - One

Criteria for Indicator Selection


Relevance to Study Objectives
High Priority
Relevance to Impact Analysis
Acceptability as a Measure
Reliability
Availability
Low Priority

The United States census was the major secondary source for this study. Whenever data were not available for these dates, other periods were used. Trends and comparisons at both the city and neighborhood level were analyzed from this data base. Most of the data collected were converted to percentages in order to increase the comparability and to aid in the identification of trends.

The indicators obtained for each census tract were combined to form neighborhoods. Citywide data were used for some indicators since information for census tracts was not always available.

Model

The neighborhood and citywide profiles were based on the model (see Figure II) in order to integrate each separate indicator into a comprehensive, interpretive framework for analysis. The rationale for the model is dependent on the notion of the use of indicators and their ability to measure social conditions relevant to the study objectives, to assess direction and trends over time, and to evaluate the impact of these changes on particular policy decisions. The defining characteristics of social indicators have three main attributes: (1) they are normative statistics which measure changing conditions; (2) they are time series which compare over time or are disaggregated by other characteristics; (3) they are theory based, tied to goals, and based on the underlying assumption of the predictability of group behavior.

The value of social indicators as a method to measure social conditions depends on an understanding of the goals and objectives of the study in order to identify those indicators which reflect a clear concept of what is being measured and for what purpose. The indicators selected for this study are based on the overall study design and are directly related to the end products of the analysis: an efficient school system, equal accessibility to opportunities, and maintenance of quality education.

In order to facilitate the analysis of results and organize the key interrelationships of indicators in a social system, a model was developed. The design of this model is based on Land and Spilerman's social indicator model.[4] It attempts to simulate the complex social system in which change occurs through a series of linked variations in one or more indicators. The model results from an effort to understand the interrelationships between all social systems through an analysis of selected data (indicators). This analysis involves the interpretation of the model as a systemic matrix of interaction, goals, and decision making which tests its reliability as an investigatory framework in solving and ordering complex social processes. The components (indicators) of the model are classified into five main types for analysis.

- Policy Instrument Indicators - directly manipulable by social policy and its decision making process.
- Non-Manipulable Indicators - general measures not manipulable by social policy. These indicators function as the basis for development of community profiles which monitor general trends and social changes.
- Analytic Indicators - measures of the underlying relationships which affect the output (descriptive and side effect indicators). Their purpose is to integrate indicators within the social system.
- Output Descriptive Indicators - measures of the end products of the social process under analysis. They are a direct social system measurement which, in some ways, is a response to the analytic indicators.
- Side Effect Indicators - measures of outputs of the social system model which are not of primary concern to the study, but provide indirect information on the variables of interest in the analysis (output descriptive indicators).

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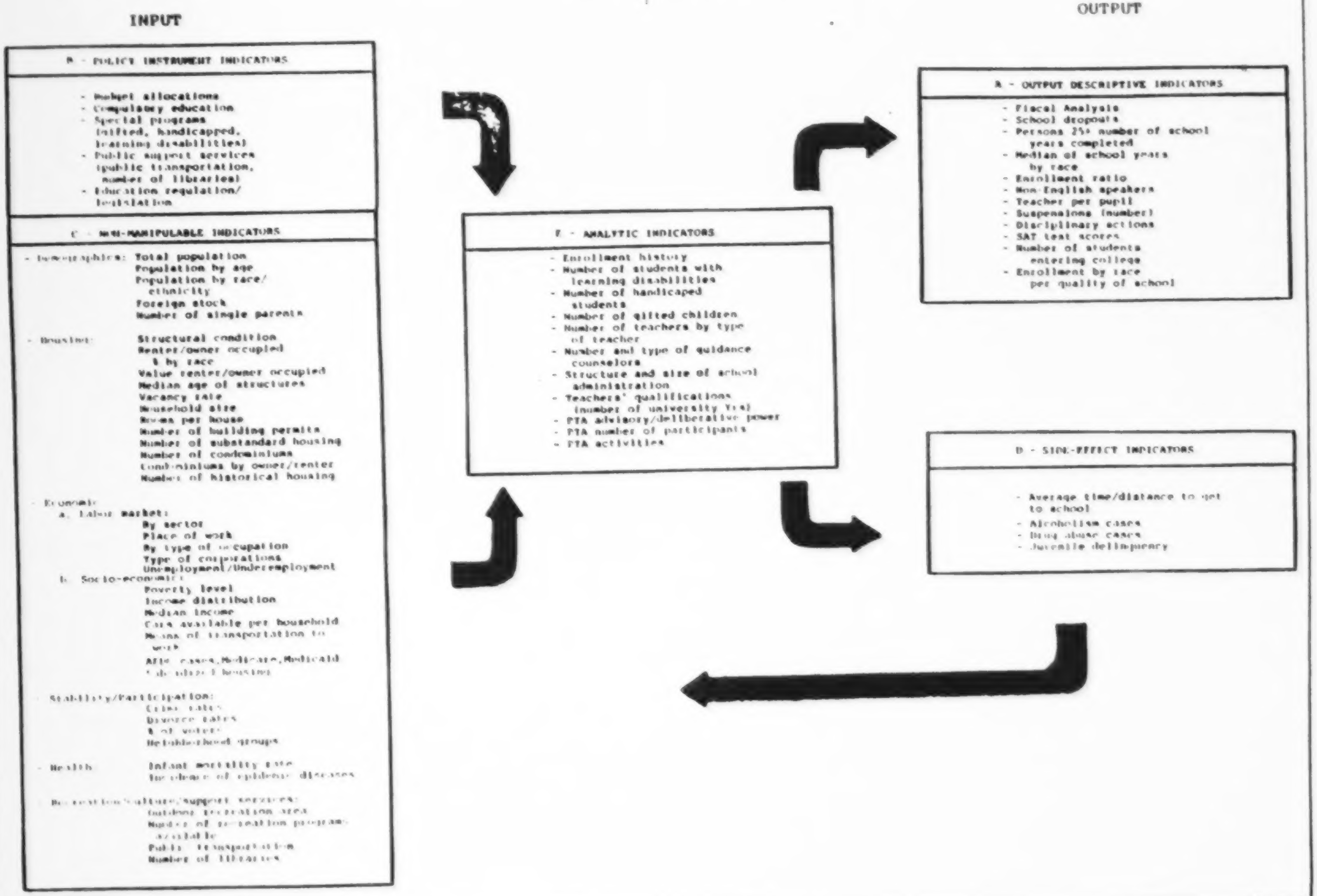
[4] Kenneth Land, Social Indicator Models. eds. Land and Spilerman (New York: Sage Foundation, 1975), p.18.

Figure C - Two

Social Indicator Model



B - POLICY INSTRUMENT INDICATORS

- Budget allocations
- Compulsory education
- Special programs (gifted, handicapped, learning disabilities)
- Public support services (public transportation, number of libraries)
- Education regulation/ legislation

C - NON-MANIPULABLE INDICATORS

- Demographics: Total population
  - Population by age
  - Population by race/ ethnicity
  - Foreign stock
  - Number of single parents
- Housing: Structural condition
  - Renter/owner occupied % by race
  - Value renter/owner occupied
  - Median age of structures
  - Vacancy rate
  - Household size
  - Rooms per house
  - Number of building permits
  - Number of substandard housing
  - Number of condominiums
  - Condominiums by owner/renter
  - Number of historical housing
- Economic
  - a. Labor market:
    - By sector
    - Place of work
    - By type of occupation
    - Type of corporations
    - Unemployment/Underemployment
  - b. Socio-economic:
    - Poverty level
    - Income distribution
    - Median income
    - Cars available per household
    - Means of transportation to work
    - AFDC cases,Medicare,Medicaid
    - Subsidized housing
- Stability/Participation:
  - Crime rates
  - Divorce rates
  - % of voters
  - Neighborhood groups
- Health: Infant mortality rate
  - Incidence of epidemic diseases
- Recreation/culture/support services:
  - Outdoor recreation area
  - Number of recreation programs available
  - Public transportation
  - Number of libraries

E - ANALYTIC INDICATORS

- Enrollment history
- Number of students with learning disabilities
- Number of handicaped students
- Number of gifted children
- Number of teachers by type of teacher
- Number and type of guidance counselors
- Structure and size of school administration
- Teachers' qualifications (number of university Yrs)
- PTA advisory/deliberative power
- PTA number of participants
- PTA activities

A - OUTPUT DESCRIPTIVE INDICATORS

- Fiscal Analysis
- School dropouts
- Persons 25+ number of school years completed
- Median of school years by race
- Enrollment ratio
- Non-English speakers
- Teacher per pupil
- Suspensions (number)
- Disciplinary actions
- SAT test scores
- Number of students entering college
- Enrollment by race per quality of school

D - SIDE-EFFECT INDICATORS

- Average time/distance to get to school
- Alcoholism cases
- Drug abuse cases
- Juvenile delinquency

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The model (Figure II) illustrates the interrelationships between these five main types. Analytic indicators occupy the central box, connecting the output and input indicators. Side effect indicators are placed in a loop since they indirectly impact both the input and the output of the social system model.